

CONFIDENTIAL

CIVIL SERVICE IN CANADA

Report of a Survey prepared for the
Central Pay Commission

by

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CIVIL SERVICE IN CANADA

SECTION I

INTRODUCTION

Canada is a Federation of ten Provinces*. The Federal Government and each of the Provinces have separate Civil Services. This paper is concerned with the Civil Service of the Federal Government.

2. The functions of the central government are somewhat narrower than is the case generally with federations and the provincial units have a more extensive function. Among matters reserved for the provincial sphere are health, education, local government, natural resources, mining and other property rights. The centre deals mainly with defence, commerce, foreign relations, finance, transport and posts. (Telecommunications and Railways are in private hands). This explains in part, the small size of the Federal Service which is only 191134 strong, out of which half are industrial and postal staff.

3. There are twenty ministries at the centre, namely, External Affairs, Manpower and Immigration, Finance, Industry, Trade and commerce, Regional economic expansion, Energy, Mining and resources, National revenue, Indian affairs and

*British Columbia, Alberta, Saskatchewan, Manitoba, Ontario, Quebec, Nova Scotia, New Brunswick, Prince Edward Island and Newfoundland. The Yukon and North West territories are directly administered by the Centre.

northern development, Labour, National health and welfare, Fisheries and Forestry, Agriculture, Veteran's Affairs, Consumer and Corporate Affairs, Supply and Services, Communications, Transport, and Defence. Aside of these is the Treasury Board with a President and with the Finance Minister and other important Ministers as Members. The President is a Minister and the Board is responsible for pay policy and classification in the civil service. A Public Service Commission looks after recruitment and promotion.

4. The chief adviser and operational head immediately below the Minister is the Deputy Minister. He is equivalent to a Secretary of a Ministry in India; but he is not formally within the civil service. Though appointments are normally made to this post from the ranks of the civil service, choice of outsiders is not uncommon. Below the Deputy Minister level all the senior positions in the Ministry are within the civil service. Assistant Deputy Minister, Director General, Director and Assistant Director are the common designations at this level.

5. During the last five years the service went through a process of major reconstruction. This has just been completed and from the earlier pattern of 700 separate classes 320 separate

..pay /

pay ranges and a combined total of 1700 grades, a new and compact structure of 86 occupational groups has emerged. The pay structure of each of these groups is now decided through collective bargaining with the staff unions, and the remuneration is sought to be matched continuously with that of analogous occupations outside the Civil Service. To date, this constitutes a unique experiment in Civil Service pay determination.

SECTION II

DESCRIPTION OF THE SERVICE

The Structure:

6. The service is divided into six "categories", namely (1) "Executive", (2) "Scientific and Professional", (3) "Administration and Foreign Service", (4) "Technical", (5) "Administrative support" and (6) "Operational". The "Executive" category is a single group. The other five contain respectively twentyeight, thirteen, fourteen, six and twentyfour "groups", giving a total of eightysix "groups" for the whole service. The distribution of staff in the six categories is as follows:-

(1) Executive (1)	...	600
(2) Scientific and professional (26 groups)	...	14151
(3) Administrative & Foreign Service(13)	...	17962

(4) Technical (14)	... 16234
(5) Administrative Support (6)	46982
(6) Operational (24)	... <u>95205</u> <u>191134</u>

Nature of work
in the "categories"

7. The six categories denote a very broad differentiation in the nature of work.

(a) The 'Executive Category' is "composed of positions the incumbents of which are responsible for managing an agency, or major component of a department or agency, and for providing advice on the development and conduct of government programmes". In other words, this would be the higher administration and included in this category, are posts like Directors, Director Generals in the Departments, Assistant Deputy Ministers, etc. The words 'policy-making' and "policy-forming" are absent from the description of the functions of the 'Executive' category. These functions are in the sphere of Deputy Ministers and their superiors.

(b) The "Scientific and Professional" category is engaged in scientific, technical and professional work of twentyeight different kinds ranging from Auditing and

...Agriculture /

Agriculture to University teaching, and Veterinary Science. Among others, doctors and dentists, economists and engineers, and scientists and statisticians come within this range.

(c) The 'Administrative and Foreign Service' category contains occupational groups "engaged in the planning, execution conduct and control of programmes serving the public interest, the political and economic relations between Canada and other countries, and the requirements of internal management in the Public Service of Canada". This category is a combine of heterogeneous occupations, such as the diplomatic service: (the Foreign Affairs group), accounting and budgeting (the Financial Administration group), computer work (Computer Systems Administration group), and office management (Administrative Services group). The largest group in this category is "Programme Administration" which contains posts such as Collector of Customs, Fire Commissioner, Airport Manager, Director of Fisheries, and Postmaster (of Central Offices). The group can be said to consist of diplomatic posts as well as general administrative posts, which do not call for the exercise of knowledge of a particular scientific technological or vocational discipline.

(d) The 'Technical' category works in support of the "Scientific and Professional" category.

(d) The 'Administrative Support' category is composed of Clerks, Typists, Stenographers, Telephone Operators, data processors, and such others.

(f) Lastly, the 'Operational' category houses the clerical and manipulative staff of the Post Office, the 'industrial staff', and Office staff like messengers, cleaners, etc.

The "Occupational Groups"

8. The occupational groups vary greatly in numbers. There are just a dozen in "Ships pilot" group, whereas the 'Clerical and Regulatory' group which is the largest, has 32,772. To give some idea of what the bulk of service is engaged in, the more populous groups under each category have been listed below:

<u>(i) Scientific & Professional:</u>		<u>(ii) Administrative & Foreign Service</u>	
Auditing	1784	Administrative Services..	1378
Economics, Sociology & Statistics	... 998	Personnel Administration	1375
Education	... 2166	Programme Administration	9335
Engineering and Land Survey	... 1424	Purchasing & Supply ..	933
Nursing	... 2182	Welfare Programme ..	947
Scientific Research	... 1686	Foreign Affairs ...	494

<u>(iii) Technical</u>		<u>(iv) Administrative Support</u>	
Air Traffic Control	...1278	Communications	... 907
Drafting and Illustration	...1450	Data Processing	... 1365
Electronics	...1982	Clerical & Regulatory	...32772
Engineering & Science Support.	...5250	Office Equipment	... 727
Primary Products Inspection	...2060	Secretarial, Steno-grapher & Typing	...10661
Radio Operators	...1150	Telephone Operators	... 550
Ships Officers	...1044		
<u>(v) Operational</u>		<u>(vi) Executive</u>	
General Labour & Trades(Supervisory)	...1853	Single group	... 600
General Labour & Trades (Non-Supervisory)	...19856	Total (for 32 groups)	...1,80,703
General Services (Non-Supervisory)	...13272	Total (for the other 51 groups)	.. 10,431
Hospital Services (non-Supervisory)	... 6090		
Postal Operations (Non-Supervisory)	...25000	GRAND TOTAL	...1,91,131
Revenue Postal Operations	... 8134		

9. The occupational groups are groups of posts, in which the functions are similar though the level of responsibility may differ. They are similar to the American "series". Indeed, they are built up by a process similar to the American 'General Schedule'. The jobs in any particular occupation are analysed, evaluated and assigned to different "levels" of a group, and the Canadian group has a range of "levels", as the American 'series' has a range of 'grades'. There is, however, a difference. While the 'General Schedule' in the U.S. Federal Service has 435 different 'series', the Canadian service has only 86 groups (including the single group executive category). This is the result of combining a number of occupations into one 'group', while in the American practice they would go into as many separate 'series'. For example, the occupational coverage of the "Economics, Sociology and Statistics" group is split into three separate series in the U.S. The same is the position with the 'Secretarial, Stenographer and Typing' group. The result of this broader banding of occupations within a single group is a more compact structure than the U.S. Federal Service. The opposite has also be stated. A few 'groups'

are split into sub-groups when there is sufficient difference in function. The "Engineering & Land Survey" group has two sub-groups, "Engineering" and "Land Survey" and the "Aircraft operations" group into three, "Helicopter pilots", "Executive pilots" and "Civil Aviation Inspectors". A list of all occupational groups in the 'categories' other than the "executive" can be seen at Appendix I.

'Levels' in the occupational groups:

10. The number of 'levels' signifying differences in responsibility vary from group to group. Each group contains that many, and no more, levels as the work in that occupation justifies. The determination of the number of levels is based on job evaluation. In some cases like engineering, in which the profession itself recognises a well-defined hierarchical levels, the outside practice also influences the number of levels of the same occupation within the Service. Currently, there are in the Canadian Civil Service, 4 levels in the 'Executive Category', 6 in the Auditing group, 7 each in the Programme Administration and Clerical and Regulatory Groups, 6 in the Engineering sub-group, 11 in the Engineering and Scientific Support group and only 4 in the Research Scientists sub-group of the Scientific Research group. Each level carries a scale of pay i.e., it is a pay grade.

Separate Pay Plans:

11. Each "group" has thus its own grade structure as justified by evaluation of the constituent jobs (The detailed procedure followed is given in a separate section). The pay of each grade is settled by collective bargaining with the concerned staff representatives separately for each occupation, the reference points in negotiation being the "going" rates for similar occupations outside the Civil Service. Each occupational group has thus a separate pay plan of its own. The actual number of levels in each of the 86 occupational groups is not precisely known. Assuming an average of seven, there would be as many as 600 different scales of pay. The end-result of this negotiated pay system is a proliferation of pay scales, but there is also a by-product and a useful one. There is a desirable flexibility in adjusting the pay of different groups to the 'market' pressure. Pay revision need not be global. If, for example, engineers are in short supply and engineering pay has shot up in outside industry, the pay of the Engineering sub-group in the Civil Service can be adjusted, without producing too much internal stress. This amount of flexibility is partly the result of the general state
...of employment /

of employment (there is practically full employment) and partly of the prevailing attitude to the Civil Service as a career..

Attitude to the Civil Service:

12. The Civil Service has to compete hard with other employers to attract and retain its requirements of the available skills (whether manual, routine, technical, managerial or administrative). It has, therefore, to pay what the market dictates. Very few look upon the Civil Service as the only desirable career or for that matter, consider it desirable to stick to any single employer throughout. According to one observer, a man in his late thirties or early forties who has not already managed to work for three or four employers would be deemed as lacking in initiative and enterprise*. Predictably there is a high rate of turnover in the Civil Service. Between 1964 and 1966 (inclusive), the total number of new appointments made to the Service was 62,878. During the same year 42051 employees 'separated'.

* C.J. Hayes. "Public Service Commissions of British(sic) Commonwealth Countries". This was said in the late fifties; the position is stated to have improved since and the public service is becoming more and more of a career service.

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The yearly average of 14017 is about 10% of the 1965 strength Civil Service (140206). Even after allowing for the small number of retirements, etc. the rate of turnover is high, higher than in the U.S. Federal Service (6.6%). This turnover is at all levels.

Recruitment:

14. Recruitment is, therefore, directed so as to bring in fresh entrants to different points of the whole spectrum of grades in all the occupations. Even in the highest pay ranges i.e. in Executive Category it is estimated that some 15 to 20% of the appointments are made from outside the Civil Service. This is the general trend.

15. The bulk of the recruitment however takes place to 'entrance levels' i.e. the two lowest of each occupational group. Recruitment to the groups in the 'Operational' category has been delegated to the concerned Departments. A few departments have also been allowed to recruit to the "Administrative Support" category as well. All other recruitment is done by the Public Service Commission. The educational requirements are high school

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for the Administrative Support category, diploma of a technical institute for the Technical category and the appropriate degree for the "Scientific and Professional" and "Administrative and Foreign Service" categories. For the latter category there is a scheme of recruiting "Administrative Trainees", The 'trainees' themselves form an "occupational group" in which the young graduate is trained in the Departments for two years at the end of which he is placed in one or other of the occupational groups of the "Administrative and Foreign Service" category in the department.

Careers:

26. Recruitment is to a particular post i.e., level of a given occupational group, in a Department, not to a 'class', 'corps', or 'service' or even to the 'occupational group' as a whole. Further progress is not canalised in any clear career paths. When vacancies arise, they are advertised internally. The Public Service Commission decides whether the higher post should be filled by selection from those working within a department, by service-wide selection, or by open competition. Prospects lie mostly in the higher levels of the occupational group which one has

entered, but this has to be qualified by the fact that outsiders are often appointed laterally to these higher posts. Changing an occupational group is difficult.

"Career Assignment Programme"

17. Some deliberate attempts have been made in recent years to facilitate movement between occupational groups so as to broaden the experience of promising men, and to fit them ultimately for "executive" positions. This is known as the "Career Assignment Programme". Under this, each Department selects some of its best men in the middle grades. They are then sent to another Department for about two years, after which they return to their original Department, to await their turn and chance for selection to an "executive" position in that Department. Most cross occupational movement under this scheme is to the 'Programme Administration' group which, as we have seen, is a conglomeration of diverse positions.

"Special Assignment Pay Plan"

18. Yet another scheme designed to facilitate movement between occupational groups is the "Special

...Assignment .../

Assignment Pay Plan". Under this plan a person from one occupational group, can be placed on some kind of training in another occupational group, for periods of upto two years. He retains his pay in the original group, and moves to the new occupational group after training. At present there are only two to four such special assignments in any department at one time.

Career Prospects:

19. All this would show that clear career patterns are lacking. It is therefore difficult to assess the relative career attraction of different groups. Even within a given group there is much movement in and out and outsiders come in frequently to the higher levels. It is not therefore possible to say even roughly what a young graduate who enters a technical or non-technical position can hope for in his career.

Selection to the "Executive Category"

20. The 'Executive' category is manned by selection from various "groups" in the "Scientific and professional" and the "Administrative and Foreign Service" categories.

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About twenty percent of the executive posts are said to be on the professional and scientific side.

Selections to this category are made either by the Departments or through interview Boards. The Public Service Commission has to be consulted in the first case, and has to be on the Interview Board in the second. Often open competitions are held and men from the private sector come in. There is a liberal lacing of appointees for outside (about 15 to 20%). The selection is for individual positions by the Public Service Commission. The criteria for selection are stated to be (a) experience, (b) specialised skills, (c) academic skills, (d) personal qualities, (e) managerial ability, (f) potential and (g) general knowledge.

21. The same open door policy characterises the appointments to the higher posts of Deputy Ministers. These posts are not reserved for the "Executive " category. Outsiders can and do come in.

21A. As with other Civil Service systems which have adopted job evaluation as the basis of classifying posts, it is not possible to attempt any

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specific comparisons of the Indian structure with the Canadian. The main interest lies in the scheme which has been evolved in the Canadian Civil Service for classifying the comparatively small, but none the less variegated personnel into a compact structure of eightysix occupational groups. This scheme is considered in some detail in the following section.

SECTION III

CLASSIFICATION

22. The structure of 'categories', 'groups and sub-groups', and 'levels' within these, is the result of job evaluation. The broad functional area in which the job lies decides the category in which it falls, its special occupational characteristics decide the group (or sub-group); 'job evaluation' determines its level in the group. Not every job has been individually evaluated. "Classification standards" have been written down for each of the 85 occupational groups and for the executive category. The typical standard consists of four parts. These are (1) the 'category definition' or what the job is generally about, (2) the "group

...definition"/

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definition" or what the job is particularly about, (3) the "rating scale" or "level description" which describes how to go about determining its relative value among its compeers and (4) the "bench mark positions" which demonstrate how representative jobs in the group have been evaluated. The concerned Department has to apply the 'standard' in evaluating jobs. The jobs have to be evaluated on the prescribed lines and the result tallied with the "bench-mark" descriptions before they are assigned to particular levels.

The "category definition"

23. The "standard" broadly defines the function of the category in which the group falls and indicates the type of jobs which should be included and the type which should be excluded. The executive category includes the higher managerial posts along with specialist positions which have an element of managerial responsibility in them. To be excluded are those which call for specialist advice, without entailing 'substantial responsibility' for the impact of that advice. The "Administrative and

...Foreign /

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"Foreign Service" category includes positions involving management of an activity or programme with or without a technical content, but specifically excludes those which primarily involve specialist advice without continuing responsibility for an activity.

The "Group definition"

24. This narrows down the area covered by the "category definition" and identifies the occupational speciality of the concerned 'group'. Thus in the large area of management falling within the "Administrative and Foreign Service" category, a well-defined field is carved out for the "Programme Administration" group whose functions are specified as follows:

- (a) To provide various services to the public
- (b) To collect taxes and other money from the public.

Some other functions are specifically excluded from the group. These are "supporting services" like finance, personnel, O&M, purchase and supply, and information and publicity. Each of these activities is in the realm of separate 'groups'.

The "Rating Scale" and
"Level definition"

25. This is the operative part of the 'standard'. In the Canadian practice, there are mainly two methods employed for job-evaluation of civil service posts - the "point rating" method and the "grade-level" or "classification" method. (Please see the study on the U.S. Federal Service - Appendix II - for a general description of job evaluation methods). The first one is extensively used, while the second has been found to be more suitable for a few technical professions and for the "executive category". The "standards" describe the appropriateness of the two methods in the following terms:-

26. "Point rating is an analytical, quantitative method of determining the relative value of jobs. It is particularly suited to heterogeneous occupational groups in which jobs consist of a varied combination of tasks. Essentially, point rating plans define characteristics or factors common to the jobs being evaluated. They define degrees of each factor and allocate point values to each degree. The total value determined for each job is the sum of the point values assigned by the raters".

27. "The level description method of classification is a non-quantitative method of determining the relative difficulty of jobs. The level descriptions, written in terms of the factor characteristics, are reflective of the demands of jobs found at each level. Positions are evaluated by comparing the duties and responsibilities with the level descriptions. A position is assigned to that level which best corresponds on the whole with the duties and responsibilities of the positions".

28. The "rating scale", or "level description" as the case may be, sets out in detail how the rater should proceed in evaluating the job through the point rating method and the "grade level" or classification method. Since the point rating method is very widely employed it bears close scrutiny.

POINT RATING

29. The value of a job is expressed as a number on a scale which has a maximum of 1000 points. Jobs in any occupation are considered as made up of predominant components termed as "factors". The number and nature of the "factors" present in the jobs distinguishes one group from another. Thus the factors ascribed to the "Administrative Services" group are four, viz Knowledge, Decision-making, Responsibility for contacts, and supervision while those ascribed to the

"Auditing group" are Knowledge, Responsibility for Activities, Responsibility for Contacts and Supervision. The "General Labour and Trades group" is considered as being composed of Skill and Knowledge, Effort, Responsibility, and Working Conditions. It may so happen that two or more groups may turn out to have identical factors e.g. "Administrative Services" and "Programme Administration". In that case distinction comes in with the relative values of the constituent factors within the two groups and the relative weightage allotted in the scale of one thousand. 'Complexity', 'Consequences of error', 'Physical effort', 'Environment' and 'Hazards' are some of the more common 'factors' figuring in one or other of the 'groups'. In some cases the main 'factors' are split into 'elements'. Thus 'Knowledge' is composed of two elements 'Education and experience' and 'Continuing study' and 'Decision-making' is composed of 'Scope' and 'Impact'.
Relative Proportion of points:

30. In evaluating jobs in a 'group', a distinctive proportion of points out of one thousand is ascribed to

each factor, and where elements exist, to each element. These proportions differ from group to group and signify the relative importance of the 'factors' among the groups. Knowledge may not be as important in one group as in another; there may be little call for decision-making; there may be no supervision or a great deal of it and so on. This is reflected in the allocation of points to the 'factors'. There is a maximum number of points which can be scored against each 'factor'. There is also a minimum prescribed in the standard. At some levels in a 'group' one of the factors may not exist at all. For example, there may be no 'supervision' involved. In that case no minimum is prescribed for this particular 'factor'. The ensuing table illustrates the pattern and rating scale of factors in a few representative groups:

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TABLE

Group	Factors with Min./Max. points	Total (Min./Max)
"Administrative Services"	(1) Knowledge (70/350) (2) Decision-making (70/350) (3) responsibility for contacts (26/130) (4) Supervision (nil/170).	166/1000
"Auditing"	(1) Knowledge (70/350) (2) Responsibility for activities (70/350) (3) Responsibility for contacts (30/150), (4) Supervision (nil/150)	170/1000
"Programme Administration"	(1) Knowledge (70/350), (2) Decision-making (70/350), (3) Responsibility for contacts (30/150), (4) Supervision (nil/150)	170/1000
"Clerical & Regulatory"	(1) Knowledge (70/350), (2) Complexity (60/300), (3) Consequence of error (20/100), (4) Responsibility for contacts (20/100) (5) Supervision (15/100 $\frac{1}{4}$)	185/1000
"Civil Aviation Inspectors' Sub-Group of 'Air-craft Operators Group'."	(1) Knowledge (70/350), (2) Decision-making (70/350), (3) Responsibility for contacts (20/100), (4) Conditions of work (20/100), (5) Supervision (10/100).	190/1000
General Labour & Trades (non-Supervisory)	(1) Basic knowledge (24/120), (2) Comprehension & Judgment (36/180), (3) Specific vocational training (25/300), (4) Mental effort (15/75), (5) Physical effort (15/75), (6) Resources (20/100), (7) Safety of others (10/50), (8) Environment (12/60), (9) Hazards (4/40).	161/1000

Scoring the "degrees"
of knowledge:

31. The crucial question in evaluating a job is one of deciding what score to give to each constituent 'factor'. The 'standard' defines the various 'degrees' of each 'factor' and the points which each 'degree' should earn. The rating of 'knowledge' is the simplest. It is considered as made up of two elements 'education and experience' (maximum rating of 300) and "continuing study" (maximum of 50). The first element is divided into three degrees of education, A, B, C (signifying respectively high school, high school plus specialised training and graduation), and seven degrees of length of experience, (degree 1 signifying two years, and degree 7 signifying more than twelve years). The rating is a combination of the two degrees such as A1 to A-7, B-1 to B-7 or C-1 to C-7. Each of these twenty one possible degrees gets a fixed number of points e.g. A-1 gets 60, B-2 gets 124, A-7 gets 225 and C-6 gets 272. It is important to remember that the point rating is not for the individual occupying the job, but for the qualification and experience requirement of the job itself. The element "continuing study" is also

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rated to total up the 'knowledge' rating. In this case however the degrees - there are three of them - are described in a narrative form indicating the type of study such as departmental rules, journals, and periodicals, text, research reports and so on.

Score of "Decision-making":

32. 'Decision-making' has a four degrees of 'scope', A, B, C & D signifying some judgment initiative and discretion and a moderate degree, a significant degree, and a high degree of the same. There are four degrees (1 to 4) of the 'impact of decisions' - limited, moderate, significant, and major. The total rating is expressed as A-1 to A-4, B-1 to B-4, C-1 to C-4 or D-1 to D-4. A-1 earns 70 points and D-4 earns 350, the maximum.

"Responsibility for Contacts:"

33. The factor "Responsibility for contacts" has again two sets of degrees. Degrees A, B, C, D denoting differences in the purpose of contact such as exchange of information, persuasion, representation of departmental views or negotiations. The other set of

...degrees /

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degrees, 1, 2, 3 denote the kind of persons with whom contacts have to be made e.g. officials at the same level or the public, officials at higher level, officers of other governments etc. A-2 on this scale scores 44 points, D-3 the highest i.e. 150.

Supervision"

34. The 'supervision' factor is scored similarly. There is one set of degrees A to +G for the number supervised, A for between 1 to 3 men, and G for over 500 men, and there is another set 1, 2 and 3 for the level of employees supervised such as those in the 'administrative support', 'Administrative and Foreign Service', categories, very senior persons etc.

'Bench mark' comparisons:

35. Rating of the factors according to the plan in the 'standard' is not the end of the 'job evaluation' process. The ratings are to be compared with the ratings in the 'Bench mark' positions incorporated in the standards. The 'bench mark' descriptions are said to refer to jobs that are

..representative /

representative of the group as a whole. They set out in great detail the nature of work done, the demands on the incumbent, and the problems encountered, as well as specific information like the budget spent, the numbers supervised and concrete instances of decisions taken. These are described against the appropriate factors and the score is indicated against the descriptions. These illustrative ratings are to supplement the ratings arrived at independently and are to influence the final rating.

Emerging relativities:

36. The rating plan just illustrated refers to the "Programme Administration" group. Other groups have similar plans. The emphasis on particular factors may however vary. It would be of interest to observe, the kind of relativities which the point rating system produces. In the rather heterogeneous 'Programme Administration' group point rating shows

... up

up the relative value of widely separated jobs as follows:-

Job	Factors				Total points.
	Knowledge	Decisions	Contacts	Super-vision	
Auditor, Unemployment Insurance.*	97	117	88	-	302
Collector of Customs, North Postal	97	117	44	49	307
Postmaster Chatham (Ontario)	124	117	74	67	382
Chief, Collections & Adm., District Taxation Office Sudbury	151	163	119	67	500
Regional Auditor Unemployment Insurance	188	210	88	117	603
Airport Manager, Montreal	199	256	119	132	686
Chief, Collections & Adm., District Taxation Office, Toronto	199	256	119	132	753
Regional Director of Immigration	246	256	119	132	753
Collector of Customs Toronto	235	303	119	150	807
Postmaster, Toronto	255	303	119	150	827
Regional Director of Fisheries	322	350	119	150	941
Regional Director Air Services, Vancouver	322	350	150	150	972

*This is not a professional audit job; the latter would fall in the "Scientific and Professional" category.

Evaluation of a whole group:

37. The final act in the evaluation of a whole 'group' is of slotting the individual positions into "levels" on the basis of the point score. The exact span of points in the scale of one thousand, which should go into different levels varies from group to group. The number of levels that should exist in a particular occupational group is in the discretion of the Government. Though this aspect of the matter is not a subject for collective bargaining, the concerned staff unions are widely consulted. This is what the 'standards' say about level determination:

"The ultimate objective of job evaluation is to determine the relative value of jobs in each occupational group in order that employees carrying out the jobs may be paid at rates consistent with the relationship indicated. Jobs that fall within a designated range of point values will be regarded as of equal difficulty and value and will be allocated to the same level", that is, of the particular occupational group.

An assessment:

38. There is nothing 'scientific' about the point rating plans. There are no 'natural principles' proved by experimentation. The method is empirical and relies on individual judgment at each crucial stage. Judgment is involved in deciding what predominant 'factors' make up a job, in assigning relative weights to each of these "factors", and in apportioning scores to the "degree" in which each factors operates in a job. There is judgment again in determining how many "levels" each occupation should have and what span of points qualifies for slotting into a level. Nevertheless the Canadian public service appears to be satisfied with the end result. Their view of the point rating system is as follows:-

"All methods of job evaluation require the exercise of judgment and the orderly collection and analysis of information in order that consistent judgments can be made. The point rating method facilitates rational discussion and resolution of differences in determining the relative worth of jobs".

"LEVEL DESCRIPTION"

39. Level description is the second method of job evaluation used in the Canadian Public Service. Essentially, it goes through the same processes adopted in the point rating plans. The 'category' is defined, the 'group' or 'sub-group' is defined and the 'factors' determined in the same manner as in the point rating plans. There are bench mark descriptions of representative jobs of the group. However, the significant difference between the two methods is that while the point rating system evaluates the degrees of the factors in terms of points, the level description method does not. Point rating is substituted by a detailed description of what each factor consists of. An example is given below to illustrate how the method is operated.

The Engineering 'sub-group'

40. In the engineering sub-group, the factors constituting the job of engineer have been determined as the following:-

- (i) Scope for initiative and judgment
- (ii) Responsibility for recommendations, decisions and commitments

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(iii) Knowledge and skill

(iv) Responsibility for contacts and

(v) Responsibility for supervision.

41. Each of these factors is described in detail and an indication given of what the rater should look for.

42. The factor "scope for initiative and judgment" is evaluated or has to be evaluated in terms of (a) the guidelines provided in written texts, regulations etc., (b) the amount of guidance received through detailed instructions or general policy directives and (c) the extent to which the work is checked by others such as review of technical details and the review of results.

43. The second factor "responsibility for recommendations, decisions etc." is to be evaluated having regard to the following characteristics of the job:-

(a) What kind of responsibility does the engineer have for planning and conducting assignments?

Is it for routine engineering tasks according to prescribed methods? Or is the engineer required to use initiative in planning his own work and to direct a block of the departmental programme of activities ?

(b) Responsibility for advice given to others

Does the engineer have merely to present the

..results

results which can be obtained by the application of routine engineering knowledge nor is he required to give advice after carrying out more complicated studies like cost benefit and feasibility which may have a significant contribution to the development of policy ?

(c) Responsibility for physical and financial resources

What is the money value of the equipment, instruments and other capital goods that he uses and cares for ? What is his annual budget and what order of expenditure has he to authorise ?

(d) Responsibility for improving or devising new processes, techniques, standards and specifications.

Has he to do any original thinking and research in improving designs and specifications or in assessing the acceptability of novel engineering concepts ?

(e) Responsibility for obtaining assistance from contracting firms.

Is he required to make a recommendation on obtaining the services of a private firm which may have implications amounting to several million dollars to Government as well as to private industry ?

(f) The need to determine the acceptability of the advice of others.

Is the engineer required to pronounce on the

practicability of new ideas thrown up by specialists or engineers working in related fields ? Is he to **appraise** and assess the feasibility of designs, research conclusions and new concepts that may be posed before the Government ?

44. 'Knowledge and skill', 'Responsibility for contacts', 'Responsibility for supervision'.

The evaluation of these three factors follows closely the same pattern as in point rating, except that the degrees are not weighed in terms of points. It is the same elements as in the point rating system that operate here as well.

45. In the level description method, there is much greater dependence on the individual judgment of the rater than in the point rating system where definite guides are available on the exact number of points to be **scored** for the degrees within the factors. The level description method, therefore, is similar to the system widely used for classification under the 'general schedule' in the U.S. Federal Service except that the bench mark descriptions set out in great and specific detail the characteristics of jobs allocated to different levels

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of the concerned group. A new job has to be evaluated with reference to these bench marks and allotted to the level that corresponds closest to the bench mark descriptions.

The Executive Category:

46. Classification according to the level of difficulty and responsibility is applied even in the highest category, the 'executive'. The method is the same as the level description procedure described above but no attempt is made to break down the jobs in terms of factors which they are supposed to consist of. At present there are four levels in the executive category, senior executive officer I, senior executive officer 2, senior executive officer 3 and senior executive officer 4 (ascending order). The classification standard for this category describes certain typical positions which are at the level of senior executive officer 2. There is then a detailed account of nine bench mark positions at this level. The standard says that a position which does not justify the senior executive officer 2 rating after comparing its duties and responsibilities with the bench mark descriptions should go into the senior

...executive /

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executive officer 1 level. Any position which is deemed to have a greater responsibility than senior executive officer 2 bench marks would go into the level 3. The highest level, that of senior executive officer 4, is reserved for those which are akin to level 3 positions but justify a higher rating "by reason of especially heavy and critically important responsibilities".

47. The crux of classification in this category is, therefore, the bench mark description. The bench mark description gives a detailed account of the responsibility carried in the job, the annual capital, operating and establishment budget for which the incumbent is responsible, the forecast of the quantum of expenditure to which the incumbent may be responsible in a whole quinquennium and the kind of contact and impact on policy which characterise the post.

48. Benchmark descriptions of four positions of the "Programme Administration" group and four of the 'Executive' Category have been reproduced in the Appendix III to illustrate the job evaluation procedure. One might wonder at the cost involved in the detailed work

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of classification through job evaluation of all civil service jobs. The question of its desirability is somewhat academic in the Canadian context. It is felt that that evaluation of jobs on certain well-defined criteria is the only means of ensuring equal pay for equal work within the Public Service. They also claim that classification through job evaluation helps in an orderly grouping of jobs, in career development and in personnel administration generally. This is perhaps true in the general context in which the Public Service functions in Canada. There is much mobility of personnel between the Public Service and Private enterprise. When new men are coming in constantly at all levels of the service, it is essential that they come into the positions suited to their skills, experience and ability. Hence the need to define the jobs accurately to facilitate the matching process. It is also necessary to attach a pay rate to the job which closely accords with the going rate for a similar job outside. Hence the need to evaluate it and slot it into the pay range which a similar job commands outside.

49. As to cost, only a rough estimate in terms of

..manpower /

manpower can be attempted. A team from the U.K. which visited Canada in late 1968 mentions that some hundred and twenty classifiers were employed in the total revision of the classification system.* Reclassification has taken about 4 years to complete and the result of this labour is the evolution of new 'standards' for 86 groups -480 man-years for 86 'standards'. Roughly therefore, it has taken six men, a whole year to produce one 'standard'. Some rough idea can be had from this of the human resources which would be needed in this country if we have to evolve standards for 86 groups. A medium-sized Ministry consisting of, say, a Secretary, six Joint Secretaries, twenty Deputy Secretaries, forty Under Secretaries, and some fifty Section Officers would have to function for four years.

*"The Civil Service of North America" -H.M.S.O. 1969

49A. Most of the Canadian classification Plans are to be administered by the concerned Departments, who will classify and grade their posts in accordance with the standards written up by the Treasury Board. The latter will be directly concerned only with the classification and grading of posts only in the executive category. The Board also intends to revise each of the other standards once in seven years. In the normal course the Board will conduct sample inspections of classification work in the Departments.

49B. The standards are not intended to and do not in fact produce equivalences in the gradings in different occupations nor do the number of grades or levels coincide even in comparable occupations. "Grading" i.e. the number of levels that should exist in any occupation, is not subject to collective bargaining though it is the practice to consult the staff in this matter. Bargaining for pay does produce, as we have seen, small differences in pay scales of comparable levels in different occupations. Wide variations are however avoided by banding together several groups with broadly similar occupational characteristics, under one bargaining unit. It is said that this is intended to preserve internal relativities between different groups which employ broadly the same type and level of skills.

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SECTION IV

PAY AND OTHER CONDITIONS OF SERVICE

Legal provisions:

50. The procedure for determination of the pay in the different levels of the various occupational groups has been laid down by an Act of Parliament. The Public Service Staff Relations Act requires that pay - as well as conditions of service - should be subject to collective bargaining with the representatives selected by the employees. This normally signifies the unions. Pay agreements are signed with the unions representing the occupational groups; these are current for specified periods, generally of two or three years. The same union may represent different but related occupational groups. These constitute a bargaining unit; but individual agreements are arrived at for each occupational group.

Exemptions:

51. Personnel employed in "managerial and confidential" capacities are excluded from the bargaining
procedure./-

procedure. Thus excluded is the "executive category", and a large number of lesser officials working in support of the decision-making levels. These would be in one or other of the occupational groups; what excludes them is the nature of their posting. It is estimated that there are nearly 10,000 officials working in "managerial and confidential" capacities.

52. The pay of the "Executive category" is determined on the recommendations of a standing "Advisory Group on executive compensation in the Public Service", which was set up in 1967. Interestingly enough this group consists of three heads of reputed firms and two educationists. This group gave its first report on 2nd December 1968. Government accepted its recommendations on 27th December, 1968, in full. One of these recommendations was that the pay of personnel working in "managerial and confidential" capacities (other than the 'executive'), should be the same as that of the appropriate level of the relevant "occupational group". As stated earlier the pay of each occupational group is determined by collective bargaining. There is thus a link between the pay of the bargaining groups and of those excluded from it.

Collective bargaining
and Pay Research:

53. A Pay Research Bureau was established in 1957. Originally under the Treasury Board, it now comes under the Public Service Staff Relations Board which was set up in 1968 under the Act. The Board consists of a Chairman, a Deputy Chairman, and eight other Members, four of whom are nominated by the Treasury Board and four others by the Staff representatives. All these are appointed by the Governor-in-Council, and, therefore, responsible neither to the executive nor to the unions. The Board and the Bureau play vital roles in pay determination.

54. Pay research takes place in two yearly cycles. Jobs in outside industry, which are similar to civil service jobs are surveyed, to find out prevailing rates of compensation. Nearly two-thirds of the occupational groups have been found to have close analogues in outside occupations. Therefore every two years, a new set of rates becomes available for comparison with civil service analogues. The remaining one-third is not amenable to such comparison; but in this case the remuneration of the staff of provincial governments is said to afford valid comparisons.

55. Negotiations are conducted by the Board on the basis of the facts brought out by the pay research surveys. The 'bargaining units' have to opt beforehand for either of two alternatives, in the event of failure to reach a negotiated agreement i.e. arbitration or conciliation. Arbitration estops the right to strike and is by a tribunal chosen by the Staff Relations Board. Its award is binding. Conciliation preserves the right to strike and if the conciliation procedure fails, the concerned bargaining unit may force a decision in its favour, if it can, by a striking work.

THE PAY STRUCTURE

56. Each occupational group bargains for and settles its pay structure. Sub groups where they exist within the occupational groups also have distinct pay structures. No two pay structures are identical, and no two levels have the same pay scale. The total picture is therefore quite complex. It would be sufficient to consider the pay structure of one group in each category to grasp the general trend.

General Labour and Trades Group
(under the 'Operational category').

57. This is the counterpart of the 'industrial workers' group in India. There are two groups, namely non-supervisory and supervisory. The non-supervisory group has eighteen sub-groups. The sub-groups have different 'skills'. Pay is at hourly rates. The basic rates are determined separately for the non-supervisory and supervisory groups. A "supervisory differential" is then added to the latter. The basic rates for the nonsupervisory group are not fixed rates but a scale of fourteen rates each. The rate applicable to a particular skill within each sub-group depends on the point rating it receives through job evaluation. Thus in the machine driving operating sub-group the point rating is 268 for the lift operator, 291 for the light truck driver, 347 for the heavy, 365 for the motor grade operator and 393 for the mobile crane operator. The attachment of a particular rate to a specified range of points is a matter of judgement exercised by Government.

58. The scale of rates differ according to locality and the country has been divided into 36 zones. Not all the zones employ all the sub-group skills. A few

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do and the Ottawa zone is one of them. The Ottawa rates for 1969 are given below:

Hourly rates in the Ottawa zone
(dollars and cents)

<u>Sub Group</u>	<u>Scale of rates</u>
1. Aircraft maintaining	2.55 to 4.25
2. Ammunition working	2.36 to 3.93
3. Boiler making & blacksmithing	2.30 to 3.84
4. Construction Inspecting	2.65 to 4.42
5. Electrical Installing and maintaining	2.72 to 4.45
6. Elemental	2.16 to 3.59
7. Instrument maintaining	2.84 to 4.73
8. Machinery Maintaining	2.48 to 4.14
9. Manipulating	2.30 to 3.84
10. Machine tending	2.08 to 3.46
11. Machine driving operating	2.26 to 3.77
12. Machine operating controlling	3.49 to 4.16
13. Machinery, tool-making and engraving	2.32 to 3.87
14. Pipe fitting	2.96 to 4.93
15. Precision working	2.69 to 4.49
16. Sheet-metal working	2.88 to 4.80
17. Vehicle and Heavy equipment maintaining	2.32 to 3.87
18. Wood working	2.42 to 4.03

Each of these scales has fourteen steps, with a difference of 10 cents, 11 cents, or 12 cents between adjacent steps. Typical designations of the jobs, which go under each of these occupational sub-groups along with their point ratings are given in Appendix II.

59. These are the basic rates for the non-supervisory workers. The supervisory jobs are also evaluated through point-rating to arrive at basic rates. In addition they receive a "supervisory differential" which is determined as follows: - There are ten separate rates of supervisory differential, which depend upon two factors, namely the type of supervision exercised and the numbers supervised. The 'types' are five, designated A, B, C, D and E. Type A refer to a worker who takes the lead as a member of the group, explains the work and sets the pace. The highest type E refers to the supervisor who is required to coordinate a number of groups, assign staff, modify work schedules and develop or change training programmes. There are three other shades of supervision between A and E. The numbers supervised are rated in seven ranges from 1 to 7. Range 1 refers to the 'leader worker', and Range 7 applies where the number supervised is over 100. The final supervisory rating is a combination

..of these

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of these two factors. Some varieties of combinations are considered equivalent, giving ten supervisory rates as follows:

	<u>Percentage of super- visory rate over basic rate:</u>
1. A-1	4
2. B-2	6.5
3. B-3 and C-2	11
4. B-4, C-3 and D-2	15
5. B-5, C-4, D-3 and E-2.	19
6. B-6, C-5, D-4 and E-3	22.5
7. B-7, C-6, D-5 and E-4	26
8. C-7, D-6 and E-5	29.5
9. D-7 and E-6	33
10. E-7	36.5

The Clerical & Regulatory Groups:
(Administrative support category)

60. The group contains clerical staff of various kinds and their supervisors, such as Statistics Clerk (the lowest level of the group), procurement clerk (in the middle of the group), and office services supervisor (the highest rated job of the group). The pay structure consists of a training grade known as

... special /

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special level A and seven other levels from CR-1 to CR-7. The special level is a fixed pay and the other levels are pay scales, as given below (\$ per annum).
Special level A3228.

CR-1 ...	3335-121-3456-123-3579-121-3700-123	
	3923-123-3946-121-4067 (3 years; increments are semi-annual).	
CR-2 ...	4543-150-4693-149-4842-150-4992)
CR-3 ...	5632-186-5818-186-6004-187-6191)
CR-4 ...	6294-203-6502-203-6710-203-6918)
CR-5 ...	7229-238-7467-239-7706-237-7943)
CR-6 ...	7850-259-8109-258-8367-259-8626)
CR-7 ...	9249-304-9553-304-9857-305-10162)

4 years in each case; increments are annual.

The 'Programme Administration' group:
(Adm. & foreign service category)

61. The great variety of jobs in this category are assigned to seven levels from PM-1 to PM-7. The pay scales are given below. The increments are annual.

PM-1 ...	7276-7640-8003-8367-8730-9094 (6 years; increments about 364)
PM-2 ...	8940-9348-9755-10162 (4 years; increments about 408)
PM-3 ...	9867-10316-10763-11211 (4 years; increments about 450)
PM-4 ...	11131-11638 (4 years; increments about 507)

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PM5... 13403-15229 (4 years; increments about 608)
PM-6 ...16068-18260 (4 years; increments about 732)
PM-7 ...19084-21687 (4 years; increments about 867).

The engineering sub-group in the
scientific and professional category:

62. The levels are six from EN-ENG-1 to EN-ENG-6 ,
with pay scales as under:

EN-ENG-1 ..7380-240-8940 (5 years; semi-annual increments)
EN-ENG-2 ..9062-10300 (4 years; annual increments of
about 413)
EN-ENG-3 ..11097-12600 (4 years; increments about 504)
EN-ENG-4 ..13068-14850 (4 years; increments about 574)
EN-ENG-5 ..15050-17100 (4 years; increments about 683)
EN-ENG-6 ..17688-20100 (4 years; increments about 804).

63. The pay scales mentioned so far have some
common features. They are short, usually with ^{four} steps.
The pay scale of the initial level provides for semi-
annual increments and the later ones for annual increments.*
To cover the gamut of the levels takes from 24 to 30
years. The able individual can, of course, do it quicker.

* The "Programme Administration" seems to be an
exception.

This appears to be the general pattern; only in the Scientific Research Group do we find a different pattern.

The Scientific Research Group:

64. There are three separate sets of pay scales in this group, one set applicable to Research Manager I (RM-I), another to Research Manager 2 (RM2) and the third to Research Scientists (RES).

65. RM-1 has four levels and scales as follows:
(a) 12895-14717, (b) 15079-16888, (c) 17249-19058,
(d) 19421-21036.

(a), (b) and (c) have each 5 steps, (d) has four.

66. RM-2 has two levels viz., (a) 18697-21460 with five steps and (b) 21920-24425 with four steps.

67. The Research Scientists (RES) pay structure has four levels and pay bands as follows:-

Research Scientist 1 ...	10500-13146
-do- 2 ...	12895-19866
-do- 3 ...	18697-23077
-do- 4 ...	21921 and up*

*Departments can themselves pay upto \$4700 above 21921 i.e upto \$26621; even a higher salary can be paid with the approval of the Treasury Board.

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68. The actual pay within the bands depends upon the number of years which have elapsed after the scientist graduated with a Bachelor degree. The minimum rate of 10500 is paid after 4 years of bachelor graduation. It increases by 405 each year till the 20th year after graduation, then by 230 till the 30th year, and finally by 165 till the 35th year, reaching a maximum of 19605. This is roughly the maximum of Research Scientist level 2. The more able scientists can move to levels 3 and 4 and receive salaries upto 26621 which is in excess of that of managers of research (i.e. Directors of Laboratories). The brilliant ones can command even higher salaries, which can take them to the highest range of the "executive" salary group.

The 'Foreign Affairs' Group:

68A. Apart from the "Scientific Research" group there is one other in which the pay range reaches Executive group salary levels. This is the 'Foreign Affairs' group which has the following levels and pay scales:-

F.S.O-1 .. 6180-8640 (5 years; semi-annual increments of 240)
F.S.O-2 .. 8668-9784 (4 years; annual increments of about 360)
F.S.O.3 .. 10473-11972 (4 years; annual increments of about 500).

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F.S.O.4 ..12793-14418(4 yrs; annual increments of about 550)
F.S.O-5 ..15300-17254(4 yrs; annual increments of about 700)
F.S.O-6 ..20377-22627(4 yrs; annual increments of about 750)
F.S.O-7 ..23072-24995(4 yrs; annual increments of about 700)
F.S.O-8 ..25252-26001(3 yrs; annual increments of about 700).

The Executive salaries:

69. The executive category comprises top secretariat posts such as Assistant Deputy Ministers, and Directors of Ministerial Divisions as well as the very responsible "field" positions such as Regional Director of Manpower, Director General of the Unemployment Insurance Commission, Director of Meteorology, Director General of Supply in the Department of Defence Production etc. The titles are no guide to levels of salary. Assistant Deputy Ministers, and Divisional Directors can be in any one of the executive levels, as can be the others. The level is determined by job evaluation. There are, however, four levels -Senior Executive Officer 1 (S-X 1), 2(S-X 2), 3 (S-X 3) and 4(S-X 4). This is the ascending order and the pay applicable is as follows:-

S-X 1	...	19000-23500
S-X 2	...	21000-26000
S-X 3	...	23000-29000
S-X 4	...	28000-33000

Deputy Ministers:

70. The S-X 4 scale is the same as that of the lowest rank of Deputy Minister, which has three ranks with the following pay scales:-

DM-1	...	28000-33000
DM-2	...	33000-37000
DM-3	...	37000-40000

Deputy Ministers are not within the civil service. They are political appointees; in function and responsibilities they are the equivalents of the Secretaries to the Government of India.

Performance Pay:

71. The pay scales of the executive category as well as of Deputy Ministers are not incremental scales, but pay bands. Pay within the band is altered according to performance in the post. Such "performance pay" criteria are also applicable to the top grade of the Programme Administrative group and in top two grades of the Foreign Service.

General remarks:

72. The Canadian pay system is basically 'job-centred' in the sense of paying for any job what it is deemed to be worth. It does not attempt to afford a career to the man engaged on it. Most pay scales have either four or five steps. The scale maximum is less than 10% ^{above} the minimum, in contrast to the typical US scale where it is about 33- $\frac{1}{3}$ %, and in greater contrast to the typical Indian scale, where at least in the initial stages, the difference would be more than 200%. Contrarily, all levels (or grades) carry pay scales; there are generally no fixed pays even at the top most levels. There is much stress on performance as a condition to progress.

Officials at any level whatsoever have to face a selection every four or five years, if they are to progress in salary. The only exception appears to be the Research Scientists who can earn increases without having to go through the selective process.

73. No attempt is made to establish "exact" equivalences in the pay scales of the 'levels' or grades of different groups. This is obviously impossible when each group bargains its own scales on the basis of data

..on remuneration/

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on remuneration for a similar occupations outside as revealed through pay research. There is a great degree of variety in the general economy and this is reflected in the civil service pay structure. Certain broad parities and relationships are, however, apparent between comparable occupations in respect of the pay range they attract. Thus the Clerical and Regulatory group begins at \$ 3228 and reaches \$ 10162; the comparable group of typists, stenographers and secretaries ranges from \$ 3456 to \$10454. Similarly the Auditing Group's range is from \$ 9638 to \$ 22521, that of engineering from \$ 7380 to \$ 20100, and of Programme Administration from \$ 7276 to \$ 21687. The pay range covered by a few of the important groups in the Canadian Service, the number of levels in each group is given in Appendix IV for purposes of comparison.

Another interesting feature is that the salary range of the Engineering and Scientific Support Group (ESS Sub-group) ^{minimum of the} **very** nearly reaches/the top bracket of the Engineering Sub-group in whose support they work. As Appendix IV shows the top level of the ESS Sub-group EG-11 has the scale 15011 to 17038 while the top level of the Engineering Sub-group (EN-Eng.6), has the scale of 17688 to 20100.

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'Industrial Staff' and their supervisors command relatively very high salaries. In the Ottawa Zone a pipe fitter can earn as much as \$ 4.93 per hour which works out to \$ 10254 per annum (52 weeks of 40 hours a week). The highest supervisory rate is \$ 6.81 per hour which works out to about \$ 14165 per annum.

Since positions in the Canadian Civil Service, have been evaluated on specific criteria, no attempt can be made to compare them with what may appear to be similar positions in India.

Ratio between the minimum
and maximum salary

73-A. The Treasury Board of Canada have intimated that the lowest salary*in the Civil Service (Current in 1970) was \$3228 p.a., applicable to the lowest level in the 'Clerical and Regulatory' group. The highest was \$ 33,000, which is the maximum of the pay range of the Senior Executive Officer X (28000-33000). The lowest salary is a fixed sum; there is no lowest scale as such. Income tax liability varies from Province to Province. To calculate the post tax salary, the rates applicable to the Province of Ontario, which has in it the capital, as also the

...largest /

*This is lower than the minimum hourly rate existing in 1967 viz \$ 1.93 per hour or \$ 4014 per annum (Elemental and Machine Tending sub-groups).

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largest number of Civil Servants, have been considered.

The ratio between the minimum and maximum pre-tax and post-tax (after allowing for exemptions for 2 children) is as follows:-

Pre-Tax

1	:	10.2
(£3228)	:	(£ 33,000)

Post-Tax.

1	:	6.9 *
(£ 2866)	:	(£ 19821)

Pay in the Armed Forces

73B. Canada is said to have unified the three services and adopted a system of common ranks. We have not gone into the details of how this has been done; we are merely reproducing below for purposes of comparing with the civil side the pay of various ranks in the armed forces. The rates refer to 1969 and are monthly rates. (Most rates indicated for the Civil Service also apply to 1969). These are

.. subject /

* Tax liability is £ 361.20 on the minimum salary, and £ 13178.40 on the maximum.

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subject to pension deductions.

Officers (Increments are annual)

Rank	Regular	Pilots	Doctors
Cadet	193 in the first year 198 in the third	Nil	Nil
2nd Lieut.	389	Nil	Nil
Lieut.	497-40-617-30-677- 15-767	650-40-770-30-890	Nil
Lieut. (Commiss- ioned from the Ranks)	749-15-779-10-799	919-15-949-10-969	Nil
Capitan	789-25-864-20-924-15 954-10-974	954-28-1122-23, 1168-20-1208-15, 1238	1075-60- 1195-75- 1495
Major	1042-25-1142-20- 1162-15-1177-10- 1187	1412-30-1532-15- 1557-20-1577	1505-60- 1805
Lieut. Colonel	1256-30-1376-25-1401- 20-1421	1334-30-1454-25- 1479-20-1499	1741-60- 1921
Colonel	1501	Not available	Not available
Brig.Gen.	1787	1787	N.A.
Maj.Gen.	2110	2110	2110
Lt.Gen.	2307	2307	Not available.

Men (other ranks)

73C. The ranks in this category are six, namely, Private, Corporal, Sergeant, Warrant Officer, Master Warrant Officer and Chief Warrant Officer. There are 4 grades of private designated 1, 2, 3 and 4. Minimum service requirement for promotion to Private 2 is six months in the Regular Force, 12 months to Private 3, 30 months to Private 4. Grades 3 and 4 apply to Privates who are trade-qualified. Pay varies with locality or 'pay field' of which there are five designated 3, 4, 5 and 6 and 7. Private 1, and 2 are on a fixed pay of \$ 240, and \$ 260, which do not vary with the 'pay field'. The pay scale of Private 3 has two steps, Private 4 has 4 steps, and the rest have 7 steps each. The pay scales vary with the pay field. The table below gives the pay scales of all the 'other ranks' in the five different pay fields. Please read down-wards under each "Pay field" to obtain the pay scale appropriate to the locality and rank. (The scales indicated are subject to pension deductions).

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MONTHLY PAY RATE TABLE (MEN)

RANK	Pay Level	Incentive pay Category	Pay Field				
			3	4	5	6	7
Private	1		240	240	240	240	240
	2		260	260	260	260	260
	3		321	326	331	336	341
		1	345	350	355	360	365
			378	388	393	403	413
	4	1	398	408	414	425	441
		2	418	428	435	447	469
		3	439	448	456	469	497
Corporal	5(a)		490	520	530	545	580
		1	493	528	538	553	588
		2	506	536	546	561	596
		3	514	544	554	569	604
		4	522	552	562	577	612
		5	530	560	570	585	620
		6	538	568	578	593	628
Sergeant			591	626	636	646	684
		1	596	631	641	651	689
	6(a)	2	601	636	646	656	694
		3	606	641	651	661	699
		4	611	646	656	666	701
		5	616	651	661	671	709
		6	621	656	666	676	714
Warrant Officer			633	667	676	685	722
		1	638	672	681	690	727
	6(b)	2	643	677	686	695	732
		3	648	682	691	700	737
		4	653	687	696	705	742
		5	658	692	701	710	747
		6	663	697	706	715	752

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MONTHLY PAY RATE TABLE (MEN) ...(contd.)

RANK	Pay Level	Incentive pay Category	Pay Field				
			3	4	5	6	7
Master Warrant Officer	7		704	735	744	754	787
		1	711	742	751	761	794
		2	718	749	758	768	801
		3	725	756	765	775	808
		4	732	763	772	782	815
		5	739	770	779	789	822
		6	746	777	786	796	829
Chief Warrant Officer	8		809	836	845	854	882
		1	819	846	855	864	892
		2	829	856	865	874	902
		3	839	866	875	884	912
		4	849	876	885	894	922
		5	859	886	895	904	932
		6	869	896	905	914	942

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ALLOWANCES

Additions to salary:

74. The pay scales given so far are basic scales. In most cases this represents the full pay. There are no allowances to compensate for the higher cost of living either generally all over the country or in particular localities. These two considerations are, however, reflected in the pay scales agreed upon in collective bargaining. Additions to salary are mainly two, namely, foreign service allowance when posted abroad and isolated posts allowance, when posted in remote stations in Canada. These two are not subject to collective bargaining. The scale of these allowances is not available.

Other allowances:

75. There are a number of allowances, the rates of which are all settled for each occupational group through collective bargaining. These allowances are -

(a) Overtime allowance;

(b) Shift premium, which is an extra sum paid for all work hours regularly scheduled at night;

... (c) /

- (c) Reporting pay, if he is called for work on a day of rest;
- (d) Standby pay, when is required to be available 'on standby' during off-duty hours;
- (e) Transportation allowance for females, who are required to report for or leave office at odd hours; and
- (f) 'Penological factor' allowance for those working in the administration of prisons, and mental institutions.

76. The scale of overtime allowance varies from one group to another. Other allowances from (b) to (f) are, however, the same for all groups. The table which follows summarises the provisions.

T A B L E

Scale of Allowances

Overtime

1. 'Clerical and Regulatory' Group:
(Administrative Support Category)

For the first half hour beyond $7\frac{1}{2}$ hours (each day) at the normal hourly rate derived by dividing annual pay by 1950. (Even 15 mts. O.T. is paid). Beyond half hour, at $1\frac{1}{2}$ times the hourly rate. If detailed on O.T. for 3 hours or more; a meal allowance of \$ 1.50.

Overtime can be converted into compensatory off at employee's request.

2. 'Programme Administration' Group:
(Administrative and Foreign Service Category)

At normal hourly pay rate for the first $2\frac{1}{2}$ hours beyond each work week ($37\frac{1}{2}$ hours), and at 'time and half' thereafter. Admissible only for levels PM 1, 2 and 3 and not higher Meal allowance, as above.

3. 'Engineering and Scientific Support' Group:
(Technical Category).

Normal rate for the first two and half hours in each work week, 'time and half' for O.T. over 40 hours per week, and 'double-time' for each hour on a second day of rest (on the first day of rest at time and a half). Meal allowance as in (1).

4. 'Engineering Sub-group and Auditing Group:
(Scientific and Professional Category)

The term in this case is "compensation for extra-professional services". The rate is the hourly rate for all hours worked in excess of two hours beyond the normal working hours, "time and one-half" for each hour worked on the first day of rest, "double time" on the second day of rest, and "time and one-half" plus normal pay on a designated holiday.

5. 'General Labour and Trades' Group:
(Operational Category)

"Time and one-half" for each hour, and "double-time" for overtime done on the second consecutive day or rest.

Meal allowance as at (1).

: 65 :

Allowance which are uniform
to all categories.

Shift Premium

If more than half of an employee's scheduled hours fall between 6 p.m and 6 a.m., a 'shift premium' of 10 cents per hour for all the hours worked including overtime. If his duty starts regularly between 10 p.m and 2 a.m. the shift premium is 15 cents per hour for all the hours worked.

Reporting Pay

If called for duty on a day of rest, the employee is entitled to an extra pay equal to the normal pay, subject to a minimum of 4 hours worth of the normal hourly rate.

Standby

If asked to be ready to report during off duty hours, 'standby' pay is paid at the rate \$ 1.50 for each consecutive hour of such standby. If the standby is on a day of rest, the rate is the same but the minimum is \$ 4.50.

: 66 :

Transportation for
females

If asked to report for or have to go back from duty between 12 p.m. and 6 a.m., or when convenient public transportation is not available, females will be provided with Government transport, failing which cost of travel will be reimbursed upto \$ 3.00.

Penological factor

A percentage of a maximum \$ 700 per annum depending upon whether the institution is one of maximum, medium or minimum security type, and on whether the contact is continual or limited,

The scale is :

<u>Degree of Contact.</u>	<u>Max</u>	<u>Medium</u>	<u>Minimum</u>
Continual	700	350	175
Limited	210	140	nil

: 66 :

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Continual	700	350	175
Limited	210	140	nil

OTHER CONDITIONS OF SERVICE

77. Except pension, which is not negotiable, all other conditions of service like leave, holidays, hours of work are decided separately for each group through collective bargaining. Each item of these conditions is separately settled for each group. Some of these items are -

- (a) hours of work,
- (b) paid holidays,
- (c) vacation leave,
- (d) special leave,
- (e) sick leave, and
- (f) other types of leave.

The table which follows summarises the provisions.

T A B L E

Working hours: Working hours are $37\frac{1}{2}$ per week of 5 working days, giving a daily duration of 7: hours. There is a break of $\frac{1}{2}$ hour for lunch. In the "General Labour and Trades" group the working hours are 8 hours per day with a break for lunch.

Holidays, are 11 in a year.

Leave entitlement varies slightly with the category. The provisions in respect of the "Administrative Support Category" are reproduced below:-

Vacation Leave	Special Leave	Sick Leave	Other types of Leave.
3 weeks per fiscal year during the first 25 years of service; 4 weeks after 25 years. Leave salary is the pay drawn when the official proceeds on leave. The unutilised portion of vacation leave earned, can be carried over only to the following year.	1/2 day per month; only a maximum of 25 days can be accumulated. Can be utilised for marriage and in the case of bereavement of near relatives. Special leave is on full pay.	15 days per year; Leave with full pay can be accumulated without limit. Sick leave can be granted without medical certificate for 3 days at a time. If the total leave taken in this manner in a year exceeds 7 days, the employee has to satisfy the Govt. of his illness, in manner, the latter decides. Sick leave is on full pay.	Leave with full pay can be granted at the discretion of the Government for casual absences such as those occasioned by illness in the family, appointments with doctors for check-ups etc. No limits have been laid down. Leave without pay is granted for 'any purpose' including enrolment in the Armed Forces.

: 69 :

The higher categories have a slightly more generous provision for vacation leave, not others. For example, in the 'Executive', "Administrative and Foreign Service" and "Scientific and Professional" categories, the vacation leave entitlement is 3 weeks for the first 18 years of service and 4 weeks thereafter.

PENSION PROVISIONS

Applicability of the
pension scheme:

78. The Public Service has a pension scheme, participation in which is compulsory for all full-time employees, who are over eighteen years of age, and who are in receipt of an annual salary of \$ 900 or more. The term full-time employee refers to one who has been in "substantially continuous service" for not less than six months and excludes part-time or seasonal staff who are not eligible to a pension.

Contributions

79. The pension scheme is contributory. Every eligible public servant deducts the following percentages of segments of his salary towards pension:

- (a) Upto \$ 600 - $6\frac{1}{2}\%$ for males; 5% for females
- (b) Between \$ 600 and 5200 - 4.7% for males; 3.2% for females
- (c) Over \$ 5200 - $6\frac{1}{2}\%$ for males; 5% for females

The reduced rate in the middle salary segment is on account of the fact that every adult Canadian who has an income has compulsorily to contribute 1.8% towards the Canada Pension Plan or Quebec Pension Plan, which are the National Social Security schemes. If this deduction is also taken into account the pensionary deductions are uniformly $6\frac{1}{2}\%$ for men and 5% for women. The lower rate for women is based on actuarial calculations of life expectancy. Pension contributions are transferable. Agreements have been entered into

between the Central Government on the one hand and several provincial governments and universities and a number of other employers on the other. An individual who comes from a period of employment under the latter to the federal public service can have his pension contributions, the employers' contributions and interest thereon transferred to his new pension account under the Central Government. The provision can also work in the opposite direction.

Age of retirement:

80. The age of retirement is 65. Pension becomes payable at age 60 unless a person retires earlier due to physical disability. In other cases of premature retirement, the payment is deferred until the age of sixty is reached.

Qualifying service:

81. The minimum period of service which earns a pension is five (5) years. The maximum period for which contributions can be made and which counts for pension is thirtyfive (35) years. Broken periods of service can be added together for computing the total period.

Quantum of Pension

Normal pension:

82. The pension amount varies with the number of years of pensionable service upto a maximum of 35 years. The actual amount is, 2% of the average salary during the "best six consecutive years" multiplied by the number of years of service. If say, the "six-best-years" average was \$ 5,000 per annum

and the person has 35 years of pensionable service, the pension is:

$$2/100 \times 5000 \times 35 = \$ 3500 \text{ per annum}$$

Disability Pension:

83. The pension becomes payable only at 60 in the normal circumstances. But if retirement is caused earlier by disability, immediate payments commence. The quantum depends on the number of years of service at the time of disability and the same formula as above applies.

Annual allowance:

84. An "annual allowance" can also be paid in the form of monthly payments, as early as the age 50, without being disabled and if the person has 20 or more years service at that time. The allowance in this case at age 50 is roughly half of the pension payable in the normal circumstances at 60. The amount of allowance increases if one retires later in his fifties but never equals the normal pension. The reductions are based on actuarial calculations made from time to time.

Return of contributions:

85. Those who leave the public service after less than 5 years of service do not receive any pension. The contributions made by them are returned without interest. This facility can be availed of even by those who have more than 5 years of service, if they so desire. The return is immediate; the contributions ^{to} the Canada Pension Plan, and the Quebec Pension Plan are however not returnable in this manner.

Widows' and children's pension:

86. The widow receives 50% of the husband's pension or pension entitlement. In addition each child under 18 receives one fifth of the widow's pension upto a maximum of fourfifths. In the case of orphans, each orphan child receives onefifth of the father's pension upto a maximum of fourfifths. A widow's pension ceases on remarriage but resumes when the new spouse dies. The widow of a retired employee, who married him in his retirement is not entitled to the widow's pension.

C_A_N_A_D_A

APPENDICES

- | | | | |
|------|-----|-----|--|
| APP. | I | ... | List of occupational Groups |
| APP | II | ... | Point rating of skills in the General Labour and Trades Group. |
| APP | III | ... | Bench-mark descriptions of positions in 'Programme Administration' Group and Executive category. |
| APP | IV | ... | Pay range and levels in different Groups. |
-

APPENDIX - I

LIST OF OCCUPATIONAL GROUPS

APPENDIX -I

LIST OF OCCUPATIONAL GROUPS IN THE PUBLIC SERVICE OF CANADA

Scientific and Professional Category

<u>Groups</u>	<u>Number of Employees in the Group as of October 1, 1970.</u>
Actuarial Science	15
Agriculture	275
Architecture and Town Planning	140
Auditing	1,784
Biological Sciences	448
Chemistry	235
Dentistry	66
Economics, Sociology & Statistics	998
Education	2,166
Engineering and Land Survey	1,424
Forestry	85
Historical Research	102
Home Economics	84
Law	62
Library Science	220
Mathematics	50
Medicine	304
Meteorology	538
Nursing	2,182
Occupational & Physical Therapy	71
Pharmacy	74
Physical Sciences	184
Psychology	28
Scientific Regulation	377
Scientific Research	1,636
Social Work	130
University Teaching	174
Veterinary Science	499
28	<u>14,151</u>

(ii)

APP-1(contd.)

Administrative and Foreign Service Category

<u>Groups</u>		Number of employees in the Group as of <u>October 1, 1970.</u>	
			14,151
	Administrative Services	1,378	
	Administrative Trainee	415	
	Computer Systems Administration	836	
	Financial Administration	500	
	Information Services	319	
	Organisation and Methods.	365	
	Personnel Administration	1,375	
	Programme Administration	9,335	
	Purchasing and Supply	933	
	Welfare Programs	947	
	Commerce	631	
	Foreign Affairs	494	
13	Translation	<u>434</u>	17,962

Technical Category

	Aircraft Operations	196	
	Air Traffic Control	1,278	
	Drafting and Illustration	1,450	
	Electronics	1,982	
	Engineering & Scientific Support	5,250	
	General Technical	353	
	Photography	137	
	Primary Products Inspection	2,060	
	Radio Operations	1,150	
	Ships Officers	1,044	
	Ships Pilots	19	
	Social Science Support	290	
	Technical Inspection	932	
14	Education Support.	<u>90</u>	<u>16,234</u> 48,347

(iii)

APP.I (Concl'd)

Administrative Support Category

<u>Groups</u>		Number of Employees in the Group as of <u>October 1, 1970</u>	
			48,347
	Communications	907	
	Data Processing	1,365	
	Clerical & Regulatory	32,772	
	Office Equipment	727	
	Secretarial, Stenographic & Typing	10,661	
6	Telephone Operations.	<u>550</u>	46,982

Operational Category

	Correctional (S)	152	
	Correctional (NS)	1,781	
	Firefighters (S)	239	
	Firefighters (NS)	1,196	
	General Labour & Trades (S)	1,853	
	General Labour & Trades (NS)	19,856	
	General Services (S)	1,083	
	General Services (NS)	13,272	
	Heating, Power & Stationary Plant Operations (S)	593	
	Heating, Power & Stationary Plant Operations (NS)	2,334	
	Hospital Services (S)	299	
	Hospital Services (NS)	6,090	
	Lightkeepers (S)	273	
	Lightkeepers (NS)	410	
	Postal Operations (S)	2,850	
	Postal Operations (NS)	25,000	
	Railway Mail Clerks	300	
	Postal Operations Part-time Employees	3,450	
	Printing Operations (S)	66	
	Printing Operations (NS)	1,211	
	Revenue Postal Operations	8,134	
	Ship Repair	2,311	
	Ship Crews (S)	110	
	Ship Crews (NS)	2,342	
			95,205
			<u>1,90,534</u>

APPENDIX - II

POINT RATING OF SKILLS IN THE GENERAL
LABOUR AND TRADES GROUP

APPENDIX II

GENERAL LABOUR AND TRADES GROUP

Bench-Mark Position Description Index

<u>SUB-GROUP</u>	<u>DESCRIPTION TITLE</u>	<u>TOTAL POINTS</u>
<u>Elemental</u>	General Labour Supervisor	265
	Air-hammer operator	300
	Helper, Trades	257
	Labourer, Roads & Grounds	234
	Labour Supervisor, Park Maintenance	284
	Lubrication Man	231
<u>Machine Tending</u>		
	Air-compressor Operator	298
	Mortar Mixer	244
	Pumpman, Portable Pump	324
<u>Manipulating</u>		
	Farm Hand, Livestock	339
	Farm Labour Supervisor	448
	Gardener	385
	Tyre Repairman	219
	Welder, Combination	465
<u>Machine Driving</u> <u>Operating</u>		
	Fork-lift-truck Operator	268
	Mobile-crane Operator	393
	Motor-grader Operator	365
	Truck Driver, Heavy	347
	Truck Driver, Light.	291

<u>SUB-GROUP</u>	(ii) <u>DESCRIPTIVE TITLE</u>	App. II (contd) <u>Total</u> <u>POINTS</u>
<u>Machine</u> <u>Operating-</u> <u>Controlling</u>	Annealing-furnace Operator Supervisor	509
	Bridge Operator	295
	Bridge Operator, Supervisor	568
	Cut-off-saw Operator	273
	Furnace Operator, Mint	490
	Punch-press Operator	404
<u>Precision</u> <u>Working</u>	Leather Worker, Prosthetic Devices	401
	Painter	428
	Painter, Sign	430
	Plasterer	443
<u>Ammunition</u> <u>Working</u>	Ammunition Inspector Supervisor	648
	Ammunition Shop Craftsman	530
	Ammunition Shop Supervisor	674
	Ammunition Supply Worker	340
	Helper, Artillery Gun Crew	286
<u>Aircraft</u> <u>Maintaining</u>	Aircraft Mechanic	691
	Aircraft Welder-Machinist	589
<u>Instrument</u> <u>Maintaining</u>	Instrument Mechanic, Optical	596
	Maintenance Mechanic, Marine Aids	694

...(iii) /-

(iii)

<u>SUB-GROUP</u>	<u>DESCRIPTIVE TITLE</u>	<u>TOTAL POINTS</u>
<u>Machinery Maintaining</u>	Millwright, Airport	531
	Oil-burner Installation and Serviceman	424
	Refrigeration Mechanic	501
<u>Vehicle and Heavy Equipment Maintaining</u>	Automobile Mechanic	530
	Automobile Tester	544
	Mechanic, Airport	559
<u>Boilermaking-Blacksmithing</u>	Metal Fabricator, Marine Aids	558
	Shop Superintendent, Marine Aids	654
<u>Electrical Installing and Maintaining</u>	Electrician	626
	Electrician, Airport	652
	Lineman, Repair	613
<u>Pipefitting</u>	Pipefitter	591
	Pipefitter, Welding	601
<u>Sheet-metal Working</u>	Body Repairman	471
	Sheet-metal Worker	534
<u>Woodworking</u>	Cabinet-maker	573
	Carpenter Foreman	609
	Carpenter, Maintenance	558

(iv)

App.II(Concl'd)

<u>SUB-GROUP</u>	<u>DESCRIPTIVE TITLE</u>	<u>TOTAL POINTS</u>
<u>Machining, Toolmaking,& Engraving</u>	Machinist	655
	Mint Engraver, Supervisor	870
	Superintendent, Maintenance	820
<u>Construction Inspecting</u>	Construction Officer	667
	Inspector of Construction, Small Projects	595
	Regional Construction Supervisor	785

A P P E N D I X - I I I

BENCH-MARK DESCRIPTIONS OF
POSITIONS IN "PROGRAMME
ADMINISTRATION" GROUP
& EXECUTIVE CATEGORY

APPENDIX-III

BENCH-MARK DESCRIPTIONS OF
POSITIONS IN "PROGRAMME
ADMINISTRATION" GROUP
& EXECUTIVE CATEGORY

Bench-Mark Position DescriptionofChief Collections & Administration,
District Taxation Office, TorontoPoint
Rating: 686Summary:

Under the direction of the District Director, Taxation, Toronto, administers the collection of taxes, maintenance of the tax roll and income tax account records, and the assessment and collection of contributions required under the Canada Pension Plan; implements work measurement and quality control methods; implements new procedures and evaluates their cost and effectiveness; plans staff, accommodation and financial requirements; and performs other related duties.

Duties% of time

- Administers the collection of income tax, the registration of tax payers and the recording of accounts in a very large district which includes many individual and large corporate tax-payers, transient, industrial and commercial operations, and which has a continuing net tax receivable account of approximately \$ 60 million
- by organising a staff of 450 to meet the workload demands,
- by directing the application of acts, regulations, directives, and procedures to ensure consistency,
- by directing, through subordinate supervisors, the examination of payroll accounts, and
- by reviewing recommendations on delinquent accounts, evaluating financial positions, and drawing conclusions about tax-payers' capabilities and intentions so that administrative or legal action may be taken.

40

Duties% of time

-Directors the assessment and collection of contributions required under part I of the Canada Pension Plan Act and reviews recommendations on delinquent accounts.

- by directing, through subordinate supervisors, the audit of payroll and related records to ensure compliance with the provisions of the Act, and 20

- by directing the work of rulings officers responsible for making decisions on employer-employee relationships.

-Implements and evaluates work methods and work measurement and quality control procedures

- by establishing and implementing production standards, 20

- by evaluating and reporting on the effectiveness and cost of new procedures, and

- by instructing staff in the use of new procedures and directing a staff training programme

to achieve and maintain control of the quality and quantity of work done by a staff of 450.

-Performs other related duties, such as evaluating requests for supplies and furnishings, selecting staff, conducting correspondence, compiling reports and maintaining liaison with headquarters branches. 20

(iii)

App. III(contd.)

Specifications

Decree Points

Knowledge-Education and Experience

The work requires a thorough knowledge of the federal and provincial Income Tax Acts, Regulations and procedures; of the Canada Pension Plan Act and Regulations; and of bankruptcy and bulk sales legislation as these apply to collection work. A good knowledge of basic accounting, administrative and legal courses of action applicable to the collection of tax arrears, and of departmental administrative practices is a requirement. The work also requires experience in identifying and solving operational and procedural problems, in coordinating and directing a very large staff, and in dealing with officials and representatives of business and industry. This knowledge is normally acquired through completion of secondary school education and 10 years of related experience.

45 169

Knowledge-Continuing Study:

The work requires the study of legislation and departmental directives and manuals affecting the registration of tax-payers, the recording and collection of revenues, and management of staff.

1 10

Decision Making

Most decisions and recommendations are made in accordance with acts, regulations, directives and procedures developed for uniform application in all district offices. Judgment is required to solve operational problems caused by changes in workload, shortages of staff or supplies, uneven work of flow, and introduction of new procedures. There is a requirement in complex

C3 256

.... (iv) /

(iv)

App. III (contd.).

collection cases to exercise discretion in determining corporate relationships, financial positions, and tax-payer intent prior to deciding whether the highest possible returns of tax revenue will be obtained by taking legal action or by agreeing to arrears payment arrangements. There is also a requirement to represent the department in negotiating agreements, which may have national application, with corporations, associations, churches and other organisations having head offices in the Toronto district.

Degree Points

Decisions affect individual and corporate taxpayers who may face the possibility of prosecution or seizure of goods, and the amount of tax revenue collected. They also affect the efficient employment of a staff of 450, the use of office supplies, equipment and space serving over 900 employees, and the collection of a continuing residue of collection accounts revenue of approximately \$ 60 million. Recommendations are made to an officer at the Branch Director level.

Contacts

The work requires contacts with officers of the department, associates in the provincial government, and taxpayers and their representatives to provide and obtain information and to arrange for payment of tax arrears. It also requires representing the department at meetings with businessmen and their representatives who are requesting acceptance of special arrangements for the payment of tax arrears, with authority to accept or reject proposals.

C3 119

...(v) /

(v)

App.III (contd).

Supervision

Degree Points

The work requires the supervision of 450 employees in the administrative and foreign service category at the senior, intermediate and junior levels, and in the administrative support and operational categories, and of casual employees with service totalling 16 man-years.

F3 132

Bench-mark Position Description

of

Collector of Customs, Toronto

Point Rating:

807

Summary:

Under the functional direction of senior branch heads, is responsible to the Deputy Minister for administering the Port of Toronto, Ontario; directs the application of statutes, regulations and directives concerning the entry or exit of goods and the collection and remission of revenue; directs the enforcement of the provisions of the legislation against smuggling and other infractions; directs the immigration activities concerning the primary examination of persons entering Canada; develops and maintains effective working relations with district industrial and transportation organisations and good relations with the general public; plans future requirements and organisational arrangements; represents the Department of Transport in ship registration matters; and performs other related duties.

Duties:

- | | <u>% of Time</u> |
|--|------------------|
| -Administers the Port of Toronto, located in a densely populated area with intensive industrial development, moderate international passenger flow and the head offices of many corporations (The total staff of 635 is employed primarily on customs work at transportation terminals, post offices and customs buildings). | |
| -by interpreting and directing the application of statutes, regulations and directives, | 45 |
| -by organizing port activities and deploying staff to meet workload requirements, | |

- by adapting operational practices and procedures to meet special requirements, and
- by reviewing the general effectiveness of port operations

to ensure the proper collection of revenue, the prevention of smuggling, the enforcement of legislation in event of infractions, and efficient service to the importing and travelling public.

- Provides customs service to the general public, custom brokers and senior officials of industrial and transportation organisations to facilitate the international movement of travellers and goods, by explaining legislation, regulations and procedures, and by coordinating the requirements of customs operations with those of outside organisations. 30
- Plans future requirements for staff, supplies and accommodation by evaluating the effect of changed procedures and by forecasting future levels of operation.
- Registers shipping on behalf of the Department of Transport by applying regulations concerning change of ownership or financial responsibility, transfer of port, or other related transactions.
- Performs related duties, such as compiling standard or special reports, conducting correspondence, evaluating supervisory performance, implementing training programmes, approving or recommending disciplinary action, serving on selection and appeal boards, representing the department at meetings of business and service organizations and making recommendations to senior departmental officials for changes in regulations or adjustments of departmental policy. 10

Specifications:Degree PointsKnowledge -Education and Experience

The work requires a thorough knowledge of the Customs Act, Customs Tariff, and parts of excise statutes, regulations and directives; a good knowledge of financial and personnel management directives and of local importing and transportation developments; and knowledge of sections of federal statutes concerning immigration and the importation of animals, food products and drugs. It requires experience in directing a very large work force, in adjusting to seasonal and random workload and transportation changes, and in adapting standard practices to meet requirements of particular enterprises. It also requires experience in dealing with the public and in maintaining good working relations with officials of a large number of diversified businesses and industrial organisations. This knowledge is normally acquired by completion of secondary school education and over 12 years of experience in customs operations.

A7 225

Knowledge -Continuing Study:

The work requires study of legislation, regulations and procedures pertaining to customs and excise operations and of departmental administration practices.

1 10

Decision Making:Degree Points

In the main, the work is done in accordance with legislation, regulations, directives and established practice. Judgment and discretion must be exercised in procedural matters such as waiving bonding requirements and customs duties for special importations, and in determining the immediate action to be taken in cases involving smuggling, false declarations, and other evasions of various laws and regulations. There is a continuing requirement to make adjustments and changes in operations to meet the needs of the travelling public, transporation companies and importers. As officer in charge of one of the largest customs ports, there is also a continuing requirement to participate in the development of port procedures by reviewing and commenting on proposals of head office branches concerning port operations. Decisions affect the time and costs to clear imported goods, the speed with which the travelling public is processed through customs inspection, and the effective management of a staff of 635 engaged in processing 1,650,000 customs entries, inspecting approximately 600,000 travellers, and collecting and remitting over \$ 300 million of duty and tax revenue annually. Recommendations are made to the Deputy Minister.

C4 303

Contacts:

The work requires exchanging information with officers of other departments, explaining provisions of the regulations to solicitors, importers and the general public, and obtaining the assistance of officials of local industry. It also requires representing the department at formal meetings with officials and

C3 119

(x)

App.III(contd.)

Degree Points

associates in industry, transportation companies and other governments to resolve operating problems associated with the movement of traffic and customs clearance.

Supervision

The work requires the supervision of G35 employees at the senior level of the administrative and foreign service category and in the Administrative Support category.

G3 150

(xi)

App.III(contd.).

Bench-Mark Position Description

Of

Postmaster, Toronto.

Point Rating:827

Summary:

Under general direction of the Assistant Deputy Postmaster General, administers postal services in the Toronto area; establishes and maintains systems for the collection, safeguarding the accounting for postal revenue; develops plans for future service requirements; acts as a member of senior departmental policy committees, represents management in dealing with local staff union and association representatives; maintains discipline and supervises training and development programmes for staff; interviews postal patrons to discuss regulations and to resolve problems in service; and performs other related duties.

Duties

% of Time

-Administers postal services for the Toronto area in accordance with established policies, procedures and policies, procedures and regulations, through the main post office and other postal installations such as sub-post offices and postal stations, which provide for the receipt, processing and despatch of mail, delivery by letter carrier, rural mail services, lock-box facilities, and front office and related services.

-by supervising the activities of approximately 5,000 post office employees in various

...locations /

(xii)

% of Time

locations throughout the city
with the assistance of subordinate
supervisors at the senior and
intermediate administrative levels.

- by implementing and maintaining controls over the work through audits, tests, sample checks and review of work measurement reports, in order to improve and maintain quality and production standards, 25
 - by issuing instructions to staff and consulting with the operations manager on the interpretation and implementation of directives and instructions received from headquarters, and
 - by approving plans for the re-scheduling of staff and duties to meet unusual or emergency situations such as the Christmas rush, or changes in arrival times of aircraft or trains transporting mail.
- Establishes and maintains systems for the collection, safeguarding and accounting for postal revenue, the daily deposits of revenue, the payment of salary to employees paid locally and the submission of periodic accounting records to headquarters by interpreting and applying established systems and procedures, to ensure that appropriate accounting and security measures are maintained for postal revenue and to provide systematic accounting for budgetary requirements.
- Develops plans for future service requirements and for related changes in organisation, transportation facilities, accommodation and staff, based on the expected growth of the community, by supervising the preparation of reports and surveys in areas where additional

...services /

(xiii)

services may be required; by personal consultation with municipal authorities, members of the general public, service organisations and other interested groups; by making recommendations to the Assistant Deputy Postmaster General, based on findings; and by implementing changes after approval.	<u>% of Time</u> 20
- Acts as a member of senior departmental committees concerned with the development of policy regarding the administration and operation of the postal service.	5
- Represents management in dealing with local staff union and association representatives to discuss departmental personnel practices, staffing arrangements, working conditions, and grievances.	10
- Maintains personnel development and appraisal programmes and staff discipline by evaluating performance appraisals, reviewing allocation of duties, and recommending reclassification, demotion, transfer or release of staff, by counselling, instructing and arranging training programmes for staff, and by imposing disciplinary measures within the discipline code.	15
- Interviews and meets with a wide variety of postal patrons, transportation contractors, officials of federal and provincial government departments and agencies, and representatives of private business to discuss such matters as the application of postal regulations and to resolve problems in the provision of new or existing postal services.	10
- Performs other related duties, such as attending departmental meetings, participating in selection and rating boards, and representing the department at important appeal boards.	

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(xiv)

Specifications:

Degree Points

Knowledge -Education and experience

The work requires a thorough knowledge of departmental policies, regulations and procedures pertaining to mail processing, mail transportation and service to the public, as well as knowledge of financial and personnel administration as applied in the federal public service. Extensive experience is required in the co-ordination and supervision of a large staff through subordinate supervisors, in maintaining good relations with the public, and in preparing and interpreting financial and other reports. The work required experience in working on senior committees, both in the field and at headquarters, and in analysis, planning and control of major programmes such as the production control programme and management reporting system. This knowledge is normally acquired through completion of secondary school education and more than 12 years of experience in the administration of postal operations.

47 225

Knowledge -Continuing Study

The work requires study of policies, postal regulations, procedures and directives, of regulations issued by central agencies, and of managerial and administrative techniques. It also requires close study of the community's expanding construction programme and particularly the modern architectural interior designs of high rise buildings, both residential and commercial, so that new or improved postal services can be introduced.

2 30

(xvi)

Contacts: Degree Points

The work requires contacts with officials of other federal and provincial departments, civil officials, leaders in the business community, members of the general public, and other interested groups, to discuss postal services, staff employment and operational problems. When extensions to postal services are being considered or when mailing arrangements are causing concern to city officials, representatives of industry or business firm, contacts often include formal meetings to find common ground for solution of the problems.

C3 119

Supervision :

The work requires the supervision of a staff of approximately 5,000 postal employees, with the assistance of five subordinate supervisors at the intermediate and senior levels of the administrative and foreign service category and up to as many as 8,000 additional casual employees during peak workload periods such as the Christmas or Easter season (i.e., an additional 250 man-years).

G3 150

(xv)

Degree Points

Decision Making:

The work is carried out with only general direction from the Assistant Deputy Post-Master General, and decisions are based on departmental directives, and manuals such as the Postal Guide, the Personnel Manual, the Manual of Financial Directives and the Manual of Operating Procedures, which are detailed but often require modifications in the introduction of new methods to meet local and changing conditions. Recommendations are made to headquarters concerning serious disciplinary problems and major changes in payment for transportation service contractors. Decisions are made regarding the establishment of new positions, major adjustments to work schedules, and in all aspects of the work of the post office, which operates on a 24-hour day, such as setting and adjusting hours of work, the employment of casual staff, and type and time of delivery to postal patrons and business firms, and the transfer of staff and supervisors within the post office for training purposes. Decisions and recommendations affect the quality of postal services provided to approximately two million postal patrons in the Toronto area and to some extent patrons in the country as a whole, the efficient collection of postal revenues, and the effective management of a staff of approximately 5,000 involving an annual budget of \$ 23 million. Recommendations are made to the Assistant Deputy Post-master General.

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(xvii)

Bench-Mark Position Description

Of

Regional Director, Fisheries

Point Rating 941.

Summary:

Under the general direction of the Assistant Deputy Minister, Operations, administers the programmes and activities of the department in the Pacific Region, which include fishery resource conservation and development, fish plant and product inspection and industry assistance; ensures the enforcement of national and international fishery statutes, regulations and agreements; reviews programmes and regional conditions, reports developments, and recommends changes in policies, programmes and procedures; represents the department in controversial matters affecting the Pacific fishery; and performs other related duties.

Duties

% of Time

- Administers the programmes and activities of the department in the Pacific Region, which include conservation, biological research and survey, civil engineering, fish plant and product inspection, economic survey and analysis, fishing vessel and gear insurance, general and trades information, and administrative services. 35%
- by directing and co-ordinating the work of over 600 employees,
- by controlling annual operating expenditures of over \$ 900 million, and
- by managing dispersed physical assets such as vehicles, vessels, dams, offices and fish escapement installations.

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1 of Time

- Directed the enforcement of national and international statutes, regulations and agreements
 - by reviewing reports of departmental specialists, 25
 - by directing the conduct of investigations, and
 - by considering the views of interested parties in order to exercise delegated authority to suspend or restrict fishing activity, and to certify or deny certification of fish processing plans and products.
- Reviews programmes and regional conditions in order to report progress of programmes, determine the need for specialist assistance, or recommend new or changed policies, programmes and procedures.
 - by evaluating the reports of subordinates and the views of industry, provincial government and international agencies,
 - by evaluating the progress or success of policies, programmes and procedures, and
 - by recognising general economic and technological developments.
 - Represents the department in meetings with senior officials of industry, organised fishery groups, and provincial government and international agencies on controversial matters, such as fishing intensity, fishing rights, and water use, with authority to seek common ground for agreement and recommend departmental courses of action. 10
 - Performs other related duties, such as inspecting field operations and attending conferences and meetings.

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<u>Specifications:</u>	<u>Degree</u>	<u>Points</u>
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Knowledge -Education and Experience

The work requires a thorough knowledge of departmental objectives in resource management and industry regulation and assistance, and a good knowledge of the work of specialised groups devoted to these broad objectives, of the characteristics of the resource and industry in the region, and of research programmes and industrial developments that affect the resource. It also requires experience in directing and co-ordinating widely dispersed professional and operational staff, representing an organization in situations of conflicting interest, forecasting future developments and recommending policies, programmes and procedures. This knowledge is normally acquired by graduation from university with specialization in a biological science, and 12 years of administrative experience.

C6 272

Knowledge -Continuing Study

The work requires study of developments in such disciplines as biology, engineering, economics and fishery resource management, and of general technological, industrial and economic developments within the Pacific Region.

3 50

Decision Making:

The work requires decisions to very weekly closures of fishing, to restrict fishing activity on a day-to-day basis, to deny the certification of fish processing plants and products, and to recommend policies to reduce fishing intensity and

D4 350

...programmes /

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Degree Points

programmes to reclaim or develop rivers and streams. The work also requires recommending new policies, programmes and courses of action based on personal evaluation of regional developments, success of current programmes, or forecasts of future conditions. Decisions and recommendations on the regulations of fisheries of the Pacific Region affect the livelihood of approximately 20,000 people employed in fishing and related industries. They also affect the future yields of the fishing grounds, the use of a very large staff, an annual operating budget of \$ 9 million dollars. Recommendations are made to the Assistant Deputy Minister, Operations.

Contacts:

The work requires extensive contact at senior levels of industry, provincial government and international agencies to exchange information, to gain acceptance of departmental objectives and programmes, and to represent departmental interests where objectives conflict, e.g. fishing rights, water use, and joint fishing grounds, with authority to develop common grounds for agreement.

C3 119

Supervision

The work requires the supervision of up to 650 full-time and seasonal employees in the professional, technical, administrative and foreign service, operational and administrative support including senior administrators.

G3 150

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Bench-Mark Position Description

of

Director, National and Historic
Parks, Department of Indian Affairs
and Northern Development (Executive category)

Level: Senior Executive Officer 2.

Major Responsibilities:

Under the general direction of the Assistant Deputy Minister (Conservation), directs the National and Historic Parks Branch in the planning, acquisition, development, operation and maintenance of national parks and national historic parks and sites under the Conservation Program; to provide for the use and enjoyment of these parks and sites by the public, now and in the years to come; to conserve and manage the natural, historical and recreational resources of the parks systems; to acquire additional nationally significant natural and historical areas required to meet public demand as expressed through Parliament and the Minister; and to communicate the cultural, inspirational and aesthetic significance of the Canadian heritage as represented by the national parks and national historic parks and sites

- by developing, planning, recommending and implementing policies and changes in administration to provide more effective service to the public

...and to /

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and to preserve existing parks and historic sites, and develop new ones in accordance with the objectives approved by Parliament and the Minister,

- by establishing objectives and setting priorities to determine the rate and direction of growth of the national parks and historic sites systems within the legislation and the \$36,000,000 operating and capital budget approved by Parliament,
- by directing and co-ordinating the work of three assistant directors and three regional directors who, through division chiefs, park superintendents and supervisors, manage 19 national and 22 historic parks and sites including four permanent and three seasonal town sites as well as 600 memorials and plaques across Canada,
- by evaluating performance of senior branch officials, identifying training and development requirements, establishing schools and nominating staff for educational leave to meet present and future manpower needs,
- by approving changes in objectives and allocation of staff and funds to meet changing priorities caused by changes in conditions, such as an unexpected influx of visitors to a particular park or region,
- by reviewing financial statements, progress reports, variance reports, and visitor statistics to determine the relative degree of success in meeting objectives and to take corrective action as required and establish new objectives,
- by planning, developing and implementing visitor and interpretative services such as camp grounds, museums, nature trails, interpretative centres and ski areas, to serve the 13,000,000 visitors (1966) and projected 23,000,000 visitors by 1972,
- by maintaining contacts with other federal and provincial government departments and conducting talks with these officials to obtain cooperation and

...agreement /

- (xxiii)

agreement to the creation of new parks or the enlargement of existing parks and to obtain cooperation in promoting the development of national parks and historic parks and sites for the benefit of all Canadians,

- by maintaining contacts with commercial enterprises, individual leaseholders and other private interests to resolve problems where these interests are affected by the application of parks policies and regulations and to present the branch position in keeping with policies and regulations, and
- by acting as permanent representative on the International Commission on National Parks to resolve international park problems, obtain international cooperation in the planning and development of new parks, and exchange information on the administration of national and historic parks and sites.

Organisation and Staff:

The branch is decentralised across Canada into three regions, Atlantic located in Halifax, Central in Cornwall, and Western in Calgary. The Regional Directors report to the Director but receive functional direction from the three assistant directors, one in charge of general administration, one in charge of national parks, and the third responsible for national historic parks and sites. Each assistant director is in charge of several headquarters staff divisions which provide administration, technical and professional support services on operations, policy

...formulation /-

formulation, planning, interpretative services, research and administration for the branch. These divisions are the Engineering and Architectural, Financial and Management Advisory, Personnel, National Parks Operations, National Parks Planning, Historic Parks and Sites Operations, and Historic Parks and Sites Research.

The Director is responsible for the effective management of this decentralised organisation and for ensuring that decision making is delegated to the lowest possible level consistent with the objective of providing effective service to the public and the requirements of central agencies and Parliament regarding financial and management controls. Under the Assistant Deputy Minister (Conservation) and through three assistant directors and three regional directors, the Director exercises responsibility for the recruitment, selection, appraisal, training, development, and discipline of the employees of the National and Historic Parks Branch. These employees are in a wide variety of disciplines including architects, biologists, engineers, archaeologists, town planners, landscape architects, museologists, naturalists, and historians as well as managerial

-(xxv)

groups such as parks officers and financial managers. This staff is made up of 3,154 positions representing 2,150 man-years distributed in six occupational categories as follows:-

Executive	3
Scientific and Professional	134
Administrative & Foreign Service	134
Technical	163
Administrative Support	235
Operational	<u>2,485</u>
	3,154 positions (2,150 man-years)

The five-year program review of June 1967 projects this 2,150 man-years to increase to 3,120 man-years by 1972 in order to meet objectives created by the projected increase in visitors from 13,000,000 in 1966 to 23,000,000 in 1972-73.

Budget:

The budget consists of \$ 16,840,000 in operating expenditures for the fiscal year 1967-68, \$ 10,345,800 of which is for staff salaries. A capital expenditure of \$18,568,200 is also forecast for 1967-68. This is

...to provide /

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to provide for the acquisition of vehicles, construction of roads and park facilities and restoration of historic sites.

The five year program review of June 1967 projects that the operation and maintenance budget will increase to \$ 18,500,000 by 1972-73 and that capital expenditure will be \$160,000,000 during the next five years.

The Director is responsible for the presentation and defence of branch estimates, including the establishment of priorities and objectives. Once the estimates have been approved by Parliament, he is responsible for controlling expenditures by ensuring that there are proper financial control systems established, by approving expenditures within his authority (service, construction and purchase contracts upto \$ 15,000), by delegating financial signing authority where practical and feasible, by approving or developing changes in priorities and objectives when required, by evaluating progress achieved in meeting objectives, to ensure economic and efficient administration.

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Planning

The director makes recommendations to the Assistant Deputy Minister (Conservation) concerning policies for the development of additional parks and historic sites and the preservation of existing parks and sites. The initiation of a Parks Planning Division of professional park and town planners has enabled the branch to approach park development on a uniform and comprehensive basis. One result has been the decentralization of the branch into three regions.

The five-year program review forecasts that parks visitors will double in the next five years and that the parks system should double in area as soon as possible while suitable significant natural areas are still available. This requires a high degree of planning to improve and increase visitor services such as camp grounds, golf courses, beaches, nature trails, ski areas, and town sites while keeping in mind that the national parks are to be maintained and used in such a way as to leave them as close to their natural state as possible for the enjoyment of future generations.

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The National Historic Site Service has had a 100 per cent increase in visitors between 1961 and 1966, and a further 100 per cent increase is projected in the five-year program review. The planning in this area will involve further development for the Fortress of Louisbourg as well as other major restoration projects and interpretative facilities for sites such as the Halifax Citadel, Lower Fort Garry, Fort Rodd Hill and Signal Hill. Planning for development of 10 or more historic sites is required. In addition, planning is now going forward to commemorate the Fathers of Confederation through preservation of symbolic houses.

Public Relations:

Public acceptance and support of national parks and national historic sites concepts and policies depends upon an informed Canadian public; thus the Director must pay particular attention to the effect of policies, objectives, and regulations on the Canadian public and the interpretation that is placed upon these matters by the Canadian public.

The Director has had a statement prepared outlining

...National /

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National Parks Policy, which was tabled in the House of Commons by the Minister. A similar statement outlining National Historic Sites Policy has been prepared under the Director's guidance, has been approved by the Minister, and will be tabled in the House of Commons shortly. A public service type of advertising campaign on national parks concepts has been carried on for more than a year;

By working closely with universities, school systems, business men's associations and other public groups, the Director can foster public acceptance of changes in the policies and practices despite the clamour of special interest groups. Many of the decisions of the Director will affect, directly and indirectly, one group or another of the Canadian public. The Director must ensure that these are not misinterpreted or misunderstood.

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DEPARTMENT OF INDIAN AFFAIRS & NORTHERN DEVELOPMENT

DEPUTY MINISTER

ASST. DEPUTY MINISTER

ASSISTANT DEPUTY MINISTER

ASST. DEPUTY MINISTER

DIRECTOR

National Parks

GENERAL

NATIONAL HISTORIC SITES

ASSISTANT DIRECTOR

ASSISTANT DIRECTOR

ASSISTANT DIRECTOR

NATIONAL PARKS SERVICE

ENGINEERING & ARCHITECTURAL

NATIONAL HISTORIC SITES

OPERATIONS

OPERATIONS

NATIONAL PARKS SERVICE

FINANCIAL & MANAGEMENT

NATIONAL HISTORIC SITES

PLANNING

RESEARCH

PERSONNEL

WESTERN REGION

CENTRAL REGION

ATLANTIC REGION

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Bench-Mark Position Description
of
Regional Director, Ontario,
Canada Manpower Division,
Department of Manpower & Immigration
(Executive Category)

Level: Senior Executive Officer 2.

Major Responsibilities:

Under the general direction of the Assistant Deputy Minister, Manpower, directs the activities of the Ontario Regional Office of the Canada Manpower Division, which consists of approximately 2,000 employees classified in the Administrative and Foreign Service and Administrative Support Categories and located in 75 Canada manpower centres

- by developing and implementing policy and objectives for the Ontario Region and assisting with the development of policy for the Canada Manpower Division,
- - by ensuring that information regarding the content and intent of the various manpower acts, regulations, and procedures is communicated to and understood by the staff and that the staff are fully aware of their responsibilities regarding the programs,
- by negotiating and administering cooperative arrangements with Ontario Provincial Government departments, employer associations, private institutions, universities and agencies, and approving related program expenditures involving

..approximately /

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approximately \$45,000,000 per year, applicable to various federal government sponsored manpower programs dealing with placement, labour market information, immigration settlement, manpower mobility, occupational training for adults, vocational rehabilitation and employment stabilization,

- by promoting Canada Manpower Division Programs throughout Ontario by arranging frequent working and information meetings with provincial government officials, employees, employer groups, union officials, and public news media representatives, and by speaking to service clubs, conventions, association meetings and other public forums,
- by supervising the preparation and control of budgets and expenditures,
- by supervising the development of regional standards, procedures and practices governing the employment, performance, discipline, supervision and transfer of staff, and
- by consulting with and resolving problems raised by staff associations.

Organization and Staff:

The Regional Director reports to the Assistant Deputy Minister, Manpower (Ottawa), and directs a staff of approximately 2,000 employees classified in the Administrative and Foreign Service and Administrative Support categories who are in 75 Canada manpower centres.

The Director is assisted in his responsibilities by two

..assistant /

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assistant directors and a Director of Operations, as shown on the attached organization chart. The Director of Operations supervises the staff located in the 75 Canada Manpower centres. The Assistant Director, Staff Services supervises four chiefs who are responsible for providing staff services for operational support, counselling, manpower training, and vocational rehabilitation to the Canada manpower centres. The Assistant Director Management and Staff Development Service, provides these services to the personnel supervised by the other Assistant Director and the Director of Operations. The regional headquarters is in Toronto.

Budget

The Regional Director is responsible for administering a payroll of \$ 14,518,000 and for operational and capital funds of \$ 89,533,000.

Planning

The Regional Director is required to engage in extensive planning to provide an efficient and effective manpower training and placement service in the Ontario

-(xxxiv)-

Region. For example, the director initiated a system of quarterly branch objectives in the Ontario Region designed as a step towards a broader system of management by objectives; special contracts to deal with "in-industry" training administrative costs incurred by provincial departments on behalf of the Ontario Region in connection with the Occupational Training for Adults Program; a program to create financial incentives for employers to engage in research related to long-range manpower planning to support the requirements of the Ontario region for knowledge about future labour requirements; a personnel records system, designed by the Personnel Adviser, which will permit fast and accurate retrieval of data and information regarding regional staff members; and plans for a decentralised operations supervisor staff in the Ontario Region.

Decisions and Recommendations:

Day-to-day operating decisions that the Regional Director makes respecting the interpretation of the various manpower programs sometimes are in conflict with the general education policies of the Province of

-(xxxv)-

Ontario. This may require meetings with deputy ministers of provincial departments to explain and defend actions taken. Inappropriate decisions and recommendations can have a serious effect upon relations between the Government of Ontario and the Federal Government. They also may result in the ineffective placement of labour and inability to meet manpower demands in areas of growth. Decisions are required regarding the allocation of operational funds between 75 manpower centres and to regional projects. The Ontario regional office of the Canada Manpower Division is the major agency involved in co-ordinating the effective use of manpower and resources. Ineffective direction of manpower placement activity and decisions that fail to maximise the usefulness of the various manpower programs substantially limit the economic development of Canada and Ontario.

The Regional Director is required to develop and recommend policy changes to the Assistant Deputy Minister, Manpower, as the need for policy revisions becomes apparent. It may, for example, be necessary to modify training program admission requirements, depending upon the skill levels of available labour. The Regional Director must

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anticipate the need for policy changes by a continual study of labour market conditions and by maintaining frequent contacts with Ontario Provincial Government officials, representatives of industry, and other employers.

The Regional Director also makes regular recommendations to the Assistant Deputy Minister, Manpower, regarding establishment levels, organisation structure and budget for the region in relation to program objectives and priorities.

The Regional Director may recommend that the Assistant Deputy Minister, Manpower, and the Deputy Minister attend meetings in the Ontario regional office; which will be attended by the Provincial Deputy Minister of Education and Labour, for the purpose of resolving issues of principle regarding specific training programs when the training is deemed to conflict with areas of provincial concern.

As head of the largest and most heavily-capitalised manpower region in Canada, the Regional Director exercises a high degree of influence over the manpower

-(xxxvii)-

policies of the department, which are applicable to all regions in Canada.

Contacts:

Regular contacts are made with the Assistant Deputy Minister, Manpower; other assistant deputy ministers and directors located in federal government departments; the Deputy Ministers of Labour and Education for the Province of Ontario; private employers; members of Parliament; presidents of unions, employer associations and service clubs. Most contacts involve the negotiation or administration of manpower cooperative agreements and the solving of related administrative problems dealing with the spending of \$ 60,000,000 per year. As the majority of the Ontario regional staff are in 75 Canada manpower centres located throughout the province, and deal directly with the public, the impact on the public is high. Consequently, the regional organization is subject to considerable public attention and sometimes criticism to which the Regional Director must reply through the use of the public information media. The Regional Director sets the performance standards for the services provided

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by his organisation direct to the public, and to Ontario provincial government departments, by the quality of his performance as a manager. The complexity, size and strategic importance of the industrial complex and the labour market in Ontario, the largest in Canada, means that many of the contacts made by the Regional Director, if improperly handled, could result in a serious loss of goodwill and thus affect the ability of the department to meet its objectives, not only in Ontario, but throughout Canada.

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Bench-Mark Position Description
of ---

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DEPARTMENT OF MANPOWER & IMMIGRATION

'DEPUTY MINISTER'

ASSISTANT
DEPUTY MINISTER
IMMIGRATION DIVISION

DIRECTOR GENERAL
AND ASSISTANT DEPUTY MINISTER
MANPOWER DIVISION

ASSISTANT DEPUTY MINISTER
PROGRAM DEVELOPMENT
SERVICE

DIRECTOR
OF
OPERATIONS

REGIONAL FINANCIAL ASSISTANT
AND ADMINISTRATIVE DIRECTOR
SERVICE ADVISER

ASSISTANT
STAFF SERVICES

ASSISTANT DIRECTOR
MANPOWER AND
STAFF SERVICES

7 DISTRICT
SUPERINTENDENTS

75 MANPOWER CENTRES

CHIEF, VOCATIONAL REHABILITATION

CHIEF, OPERATIONAL SUPPORT SERVICE

CHIEF, COUNSELLING SUPPORT SERVICES

CHIEF, PROGRAM SUPPORT SERVICES

IMMIGRATION CO-ORDINATOR

-(xl)-

Bench-Mark Position Description
of
Director, Division III,
Program Branch,
Treasury Road Secretariat (Executive Category)

Level: Senior Executive Officer 2.

Major responsibilities:

Under the general direction of the Assistant Secretary, Program Branch, Treasury Board, directs the activities of Division III (Natural Resources and Scientific Research Division) consisting of six financial administration officers

- by conducting a continuous evaluation and review of project and program submissions, including short-and long-range plans, main and supplementary estimates, establishments, capital and operating budgets, reports and memoranda to Cabinet dealing with natural resources, regional development and scientific research matters, forwarded by five departments (Agriculture; Energy, Mines and Resources; Fisheries; Forestry and Rural Development; and Indian Affairs and Northern Development); Atomic Energy Control Board; Atomic Energy of Canada Ltd.; Fisheries Research Board; National Research Council; Medical Research Council; and a number of other smaller bodies boards and commissions, to determine the short-and-long range implications for conformity of government policy with the objectives and responsibilities of the submitting department, with relevant legislation, and with national policy objectives such as limitations on annual or long-range budgetary expenditures,

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- by making recommendations to the Assistant Secretary Program Branch, about whether departmental proposals should be approved, rejected or modified by the Treasury Board or the Cabinet,
- by ensuring that all submissions that require review to assess overall policy implications are properly referred to other branches of the Treasury Board Secretariat or to other departments, and that the information and advice so obtained is properly evaluated and used,
- by advising ministers, the Secretary, Treasury Board, and the Assistant Secretary, Program Branch, about the content and implications of departmental proposals, while attending Cabinet Committee meetings,
- by briefing the Secretary and the Assistant Secretary, Program Branch, in preparation for presentation of material to the Treasury Board,
- by attending Treasury Board meetings dealing with estimates and program reviews to advise the Secretary, Treasury Board, and the Assistant Secretary, Program Branch, and subsequently meeting with the appropriate deputy ministers or senior officials of departments to inform them of the results of such meetings,
- by recommending the development of criteria for judging departmental programs as outlined in the review,
- by co-ordinating with other directors in the Program Branch, submissions that extend into the area of their responsibilities,
- by representing the Treasury Board Secretariat on a number of senior departmental and inter-departmental committees of deputy ministers, assistant deputy ministers and branch directors to advise on the development of programs and to indicate Treasury Board policy,

-(XLII)

- by keeping the staff informed of the budget and staffing limitations within which program reviews are to be conducted,
- by ensuring that the staff acquires and utilizes a detailed knowledge about federal government programmes in the areas of scientific research, resource development and regional development by studying submissions and related data and visiting assigned departments and agencies, consulting with other officers of the Program Branch who have specific knowledge on a particular subject, and attending conferences,
- by ensuring that the staff understands and utilizes planning, programming and budgeting concepts,
- by promoting the use of planning, programming and budgeting concepts in departments and agencies, and
- by developing and maintaining effective working relations with other directors in the Treasury Board Secretariat and with deputy ministers and senior officials of other departments, provincial governments, municipal governments and private business firms.

Organization and Staff:

The Director, Division III, directs a staff consisting of six financial administration officers. The Director reports to the Assistant Secretary, Program Branch, who reports to the Secretary of the Treasury Board. The Program Branch is one of three branches in the Treasury Board Secretariat, the other two branches being

..Personnel -

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Policy and Management Improvement. Division III is concerned with natural resources and scientific research. The other divisions and their functions are shown on the attached chart. The Treasury Board Secretariat is a staff organization having no regional offices.

Planning:

The Director is responsible for encouraging the development and implementation of new planning, programming and budgeting ideas, techniques and methods for application in the Program Branch and the departments and agencies for which he is responsible. The Director is responsible for initiating and planning new functions such as studies of the relationship between research spending and the development of new techniques and processes; An assessment of whether a common policy and method should be adopted for the submission of major construction projects to the Treasury Board for approval in principle is being carried out in Division III. The Director is required to provide guidance to departments and agencies planning new or revised programs regarding such matters as size of programs, amount of funds likely to be available, timing

..of submissions /

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of submissions, and impact on other related programs in other functional areas or departments. Major policy matters are discussed with the Assistant Secretary, Program Branch, before the Treasury Board meetings.

Decisions:

The Director is required to decide which submissions will require detailed review as opposed to those submissions that are routine in nature and can be processed on the basis of established precedents or approved policy. The Director takes responsibility for stating that the submission is routine. Such submissions are not reviewed by the Secretary or Assistant Secretary and are approved by the Treasury Board without review. They often involve an expenditure of several hundred thousand dollars.

The Director, acting as a member of a number of inter-departmental co-ordinating committees, such as the Advisory Board on the Fund for Rural Economic Development and the Senior Monitoring Committee on the Queen Elizabeth II

..Telescope /

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Telescope, composed of deputy ministers and other senior officials of departments, exercises full authority to decide on alternative courses of action during the course of these meetings. In most instances, these decisions are final, although some may require a submission to Treasury Board for ratification. Decisions made by the Director at these meetings include such matters as timing of major construction projects, level and duration of funding and selection of alternative program priorities.

The Director is responsible for the effective operation of Program Division III, and thus makes decisions daily regarding the courses of action to be taken on particular operational problems such as the order in which submissions are to be reviewed, extent of analysis, and which officers should make field trips.

Recommendations:

The Director makes recommendations to the Assistant Secretary, Program Branch, to accept, reject or modify submissions received from departments and agencies before

...review /

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review by the Treasury Board. Major submissions are often sent by departments to a Cabinet Committee where the Director, in attendance, may make recommendations to the ministers present as to the disposition of the proposals before the meeting or suggest that the submission be referred to the Treasury Board for detailed review and decision. The Director may also recommend that such submissions require further review by a body such as the Science Secretariat, for example, or that they require some input by other departments or agencies. The final review would be made by the Director and his staff and forwarded to the Assistant Secretary, Program Branch, with appropriate recommendations for presentation to the Treasury Board and reference back to Cabinet. Similar recommendations are made by the Director in respect of such matters as program reviews, main and supplementary estimates and establishment levels of the departments and agencies for which he is responsible.

Owing to the high dollar value of submissions and their strategic nature in such areas as the funding of basic

... and applied/

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and applied research, the penalties related to incorrect recommendations are high. Recommendations can result directly in the cancellation of expensive and highly controversial projects fraught with political implications and repercussions, and often affecting relations with provincial and municipal governments, and occasionally foreign governments. The Director is required to recommend the rejection of lower-priority submissions, many very worthy and feasible, that cannot be approved because of lack of sufficient funds. At all times the Director is required to ensure that the Assistant Secretary, Program Branch, is thoroughly informed and aware of the consequences of alternative courses of action. A series of recommendations made over a period of time can positively or adversely affect national programs of scientific research, regional development and resources development. Many recommendations regarding advanced scientific projects or new resources development programs are made extremely complex by a lack of

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published literature, past precedent or consulting advice. The Director is then required to exercise his best judgment in deciding on the appropriate reaction to the recommendations.

Co-ordination:

Most contacts are made with directors of branches, assistant deputy minister, deputy ministers and occasionally ministers in federal, provincial and municipal governments. These contacts usually involve the development of recommendations leading to the expenditure of large sums of money in fields affecting different levels of government and private industry. The complex nature of such subjects as scientific research and resource development necessarily involves many agencies of government. The Director therefore is a member of various inter-departmental coordinating committees such as the Advisory Board on the Fund for Rural Economic Development, now capitalized at \$300,000,000 and instituted to provide massive assistance to under-developed rural regions. Recommendations made by the Director to this Committee regarding what he will support affect the nature and pace of development of

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particular regions in Canada.

Suggestions and recommendations made by the Director in respect of new planning, programming and budgeting techniques particularly suited to the Canadian Government system include an understanding of related management techniques and methods such as computer technology, delegation of responsibility, financial analysis and critical path planning, and must constantly take into account the diversity of government operations and the desirability of co-ordinating efforts in different areas of government in order to make the best use of limited financial and human resources.

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TREASURY BOARD

SECRETARY OF THE
TREASURY BOARD

DIRECTOR
CENTRAL DATA PROCESSING
SERVICE BUREAU

LEGAL
ADVISOR

DIRECTOR
PERSONNEL AND
ADMINISTRATION BRANCH

ASSISTANT SECRETARY
PERSONNEL POLICY BRANCH

ASSISTANT SECRETARY
PROGRAM BRANCH

ASSISTANT SECRETARY
MANAGEMENT IMPROVEMENT BRANCH

DIRECTOR
PROGRAM DIVISION I
FINANCE, COMMERCE & GOVERNMENT

DIRECTOR
PROGRAM DIVISION II
DEFENCE

DIRECTOR
PROGRAM DIVISION III
NATURAL RESOURCES & SC. RESEARCH

DIRECTOR
PROGRAM DIVISION IV
SOCIAL & SPECIAL SERVICES

DIRECTOR
PROGRAM DIVISION V
TRANSPORTATION WORKS & TELECOMMUNICATIONS

DIRECTOR
ESTIMATES AND SUPPLY
PROCEDURES DIVISION

(11)

Bench-Mark Position Description
of
Director, Meteorological Branch,
Department of Transport (Executive Category)

Level: Senior Executive Officer 2.

Major Responsibilities:

Under the general direction of the Assistant Deputy Minister, Air Services, directs the administration of the Meteorological Branch, which is engaged in providing meteorological and ice services designed to support Canada's economic growth and meet Canada's domestic needs and international obligations for meteorological information and ice information

- by co-ordinating the work of six division chiefs who supervise approximately 830 employees and who control annual operating budgets of approximately \$11,200,000 and annual capital budgets of approximately \$1,250,000,
- by exercising functional control over those meteorological activities that are under the line management control of Air or Marine Services, which require the services of approximately 1,300 full-time branch employees, 500 employees of the Telecommunications and Electronics Branch and Marine Services who participate in weather acquisition programs, 250 part-time employees, 1,700 voluntary weather observers, and officers of 130 ocean-going and Great Lakes ships providing

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- weather information, and which have annual operating and capital budgets of approximately \$11,300,000 \$1,550,000 respectively.
- by providing meteorological support to the Department of National Defence by assigning Meteorological Branch resources including approximately 155 full-time personnel and the expenditure of \$ 1,700,000 in annual operating funds, and by providing advice and guidance on approved meteorological procedures and standards,
- by conducting and supporting research in meteorology and related sciences to contribute to the development of knowledge in this area and to increase the usefulness of meteorological data in such fields as agriculture, aviation, forestry and hydrology,
- by developing new, or changing existing policies, procedures and standards related to meteorological and ice services, and recommending new or revised policies, through maintenance of an awareness of rapidly changing technological developments in meteorology and related sciences and assessment of the applicability of these developments to branch operations,
- by preparing long-range plans and budget proposals through review and analysis of documentation originated by Air Services regions and headquarters, and by establishing priorities, as necessary, in keeping with known financial and establishment targets, and
- by performing other related duties such as controlling development programs and establishing standards for the utilization of branch personnel resources; maintaining a high-quality scientific environment in the branch; maintaining liaison with Canadian universities; providing advice, support and guidance on meteorological and allied matters within the Federal Government and to agencies outside the

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- Federal Government; participating, supporting and co-operating in joint scientific undertakings with Canadian agencies outside the branch; and by acting as permanent representative for Canada to the World Meteorological Organization.

Organization and Staff:

The Director reports to the Assistant Deputy Minister, Air Services, is directly responsible for a staff of approximately 830 employees in the Meteorological Branch Headquarters, and exercises functional control over those meteorological activities that are under the line management control of regional directors in Air Services or other managers in Air or Marine Services. The headquarters organization is shown on the attached chart.

The branch operates under a system known as the Single Service System whereby the branch is responsible for the provision of meteorological service where public interest or public safety is involved. Such responsibility includes direct cooperation with other federal government departments, provincial government departments, counties, municipalities, universities and research councils.

...Service /-

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Service is provided to all forms of public transportation (including airlines, railways, marine and metropolitan transportation systems) on the grounds of public safety, necessity and convenience, and to private companies on the basis of indirect benefit to the general public on the grounds of public safety, necessity and convenience.

The Meteorological Branch has broad responsibilities for the provision of meteorological service for the benefit of the people of Canada through the application and extension of all aspects of atmospheric science. In addition, by direction, the branch undertakes responsibilities concerning allied scientific fields. To carry out the foregoing responsibilities, the Director is responsible for the acquisition, collection, processing, adaptation and distribution of meteorological information. The major portion of the branch effort is directed towards the establishment, operation, maintenance and support of these facilities.

The Director is responsible for promoting, assisting and encouraging research in meteorology and allied

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scientific fields conducted by agencies outside the Meteorological Branch.

The Director is also responsible for directing the operation of the Central Analysis Office; the National Climatological Centre; various programs of assistance, promotion and encouragement of research in meteorology and allied scientific fields that are conducted by agencies outside the Meteorological Branch; the operation of the joint Arctic weather stations in cooperation with the United States Weather Bureau and in accordance with the inter-governmental agreement covering this joint operation; and other major meteorological activities that are under the line management control of regions or are located elsewhere in Air or Marine Services, such as the operation of synoptic scale data acquisition networks, the operation of weather centrals, weather offices, the high-level forecast centres, various data acquisition networks, regional communications facilities, and meteorological training activities located in regions and at the Air-Services Training School. Branch headquarters is in Toronto.

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The Meteorological Branch personnel establishment
(full-time) is made up of -

Scientific and Professional	336
Administrative & Foreign Service	15
Technical	1,583
Administrative Support	402
Operational	26
	<hr/> 2,362

The Director has line authority over approximately 830 full-time employees and exercises functional supervision over approximately 1,800 full-time employees under the line management control of the regional directors, Air Services, or other managers in Air or Marine Services. In addition, 250 part-time employees, 1,700 voluntary weather observers, and officers of 130 ocean-going and Great Lakes ships who provide weather information to the Meteorological Branch require technical direction from the branch.

Budget:

The Director is responsible for controlling annual operating budgets of approximately \$11,200,000 and annual
...capital /

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capital budgets of approximately \$ 1,250,000; providing functional guidance to other branches having meteorological operations and who control annual operating budgets for meteorology of \$ 11,300,000 and capital budgets of \$ 1,550,000; assigning Meteorological Branch resources to the department of National Defence with an annual operating budget of \$ 1,700,000; and providing services and guiding research activities in other meteorological endeavours requiring additional operating and capital budgets extended to millions of dollars.

Planning:

The Meteorological Branch is responsible for providing meteorological services for the benefit of the people of Canada through the application and extension of all aspects of atmospheric science. In addition, it is responsible for the provision of ice information to support marine operations in Canadian navigable waters. Accordingly, plans developed by the Director usually have national and, in some cases, international implications. The Director is responsible for adapting the results of recent scientific and technological

... development /

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development as applicable to the Meteorological Branch, such as equipment designed to acquire, disseminate and use meteorological and ice services data obtained from satellites; electronic computer techniques and equipment; automated communications and data recording equipment; and meteorological data obtained from high-altitued rockets. The Director is responsible for making plans to increase the effective use of professional and technical manpower. As part of the Director's responsibilities for participating in the Canadian National Committee for the International Hydrologic Decade and the International Biological Program, he makes extensive contributions to national planning and selects and incorporates appropriate segments of the plans into the programs of the branch. The Director is developing a strategic plan for the use by Canada of the products of the World Meteorological Centre (Washington), which is one of the three world centres operated, or to be operated, as part of the World Weather Watch. The Director is participating in the planning to provide revised guide-lines for a division of responsibility between federal-provincial and other interests engaged in providing meteorological support in such areas as

...agriculture /

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agriculture, forestry, hydrology and recreation. The Director plans research and development programs such as hail research, ozone research, and a multitude of other specific scientific research and development projects pertaining to the meteorological and ice information field and which have national significance for Canada.

Decisions and Recommendations:

The Director is required to make decisions regarding scientific matters such as the incorporation of recent scientific developments into training programs, meteorological data acquisition techniques, climatology and forecasting procedures; personnel management matters in accordance with current delegation of authority documents; and financial management matters in accordance with authorities delegated on behalf of the Minister or Deputy Minister; professional, technical and management personnel who should be recommended for annual training programmes; and various strategic plans related to the use of advanced meteorological equipment.

The Director is required to make recommendations regarding

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the nature and level of the branch's participation in international scientific programs such as the International Hydrologic Decade. He makes recommendations regarding the role of the Meteorological Branch in providing services to federal and provincial government departments. The recommendations that he makes respecting policy matters subject to official votes by member states of the World Meteorological Organization normally require approval by Department of Transport and Department of External Affairs but may also involve one or more other federal departments.

The Director, through his staff, exercises responsibilities for the provision of meteorological services to the public, to marine, civil and military aviation and to industry and commerce through the application and extension of all aspects of atmospheric science, and by observing, reporting and forecasting sea ice conditions and recommendations regarding the effectiveness of the meteorological support services provided have far-reaching implications, owing to the impact of atmospheric phenomena on a wide spectrum of human activity in Canada. Decisions

..and recommendations /

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and recommendations made by the Director must take into account relevant scientific considerations in a rapidly advancing field together with up-to-date management principles appropriate to the operation of a scientific organisation within the Federal Government.

Contacts:

The Director has regular contacts with the Deputy Minister, assistant deputy ministers and branch directors in the department; the Scientific Vice-President of the National Research Council; the President of the Research Council of Alberta; senior professors of Meteorology at various Canadian universities; the Director General, Operational Services and Survey, in the Department of National Defence; the Secretary General of the World Meteorological Organization; administrators concerned with meteorological affairs in the Department of Commerce, Washington D.C.; and the Director General, Meteorological Office, United Kingdom. Because of the extensive functional responsibilities exercised by the Director in respect of regular and

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volunteer meteorological staff located in other branches of the Department of Transport, and in other government and private organizations throughout Canada and the world, the Director contributes significantly to the development of meteorological and ice observation work in Canada and abroad.